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# The Triennial Comprehensive Report on Immigration

## Part I

### Population Impacts:

#### Migration And Population Change

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# International Migration to the United States

## Abstract

Aliens can be admitted legally to the United States in a variety of ways: as immigrants, nonimmigrants, refugees, asylees, and parolees. Some of these statuses confer a right to remain permanently, and some are temporary. Because an alien entering in one category can change status to another, these categories are not mutually exclusive. This chapter presents and analyzes data on the various types of aliens admitted to the United States from 1988-1994 and projects admissions for the period of 1995-1999. In addition, this chapter provides estimates of the emigration of persons residing in the United States and of the resident illegal alien population.

Immigration and Naturalization Service  
Office of Policy and Planning  
425 I Street, N.W.  
Washington, DC 20536

## Legal Immigrants

### Introduction

During fiscal years (FYs) 1988-1994, a total of 7.8 million immigrants were granted permanent legal resident status in the United States.<sup>1</sup> This statistic represents an annual average rate of about 4.5 immigrants per 1,000 residents, the highest since the decade ending in 1920, but less than one-half the rate of 10.4 that occurred during the peak immigration period of 1901-1910.

About 5.1 million of the 7.8 million aliens were admitted under the general provisions of the Immigration and Nationality Act (INA), the basic law that defines who may enter the United States. These statistics are depicted in Table 1. About one-third (2.7 million) of the total were legalized under the Immigration Reform and Control Act (IRCA) of 1986 that permitted many illegal resident aliens to adjust to legal status. IRCA legalization, concentrated in FYs1989-1992, led to a record high in legal immigration in 1991. By 1993, legal immigration had fallen to about one-half the 1991 level.

TABLE 1.—Immigrant Admissions: FYs1988-1994

Year	Total	IRCA	Exc. IRCA
1988	<b>643,025</b>	—	643,025
1989	<b>1,090,924</b>	478,814	612,110
1990	<b>1,536,483</b>	880,372	656,111
1991	<b>1,827,167</b>	1,123,162	704,005
1992	<b>973,977</b>	163,342	810,635
1993	<b>904,292</b>	24,278	880,014
1994	<b>804,416</b>	6,022	798,394
Total	<b>7,780,284</b>	2,675,990	5,104,294

Immigration, excluding IRCA, increased during the 1988-1994 period, reflecting changes in the INA and continuing a long-term trend since the end of World War II. In 1994, nearly 800,000 immigrants were admitted to the United States, approximately one-quarter more than in FY1988. (The Projections section provides a discussion of future trends on legal immigration.)

This section is subdivided into two subsections. The first summarizes the INA and revisions to it that affected legal immigration during the 1988-1994 period. In addition to IRCA, the Immigration Act of 1990 (IMMACT90) brought about changes in the preference system governing legal immigration and increased the number of immigrants allowed to enter the United States. The second examines selected characteristics of legal immigrants, including admission category, intended State of residence and metropolitan destination, age and gender, and country of birth.

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<sup>1</sup> All data presented in Chapter 1 can be found in the *Statistical Yearbook of the Immigration and Naturalization Service*, various years, unless otherwise noted.



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## I: Immigration Law

### Immigration Defined

For the purposes of this report, immigrants are persons admitted to the United States for permanent residence, who either have immigrant visas issued overseas or adjust their status in the United States to permanent residence. Included as immigrants are persons entering the United States for the first time with immigrant visas, persons adjusting their status from temporary nonimmigrant categories to permanent resident status, and refugees and asylees who have fulfilled their residency requirements and are becoming permanent residents.

Data on immigration included in this section were obtained from Immigration and Naturalization Service (INS) administrative records. These data provide information on the flow of aliens who become legal permanent residents during a year or other specified time period.<sup>2</sup> The year of admission or adjustment to legal permanent residence is generally not the same as the year of entry for aliens who live in the United States some time before becoming legal residents (for example, refugees, asylees, or students and temporary workers who obtain permanent jobs and adjust their status under an employment category).

### Immigration Law: FYs1988-1991

U.S. law authorizes the granting of immigrant status in three broad categories: family reunification, employment, and humanitarian reasons. Immediate relatives of U.S. citizens are admitted to the United States without numerical limitation. Other relatives of U.S. citizens, relatives of legal permanent residents, and aliens with certain job skills are admitted subject to annual numerical limits under a preference system. Still other aliens are admitted under temporary or time-limited provisions.

### Immigrants Exempt From Limitation

Immediate relatives of U.S. citizens were admitted exempt from any numerical limitation during FYs1988-1991. The three types of immediate relatives were:

- **Spouses of U.S. citizens**—Spouses of native-born or naturalized U.S. citizens<sup>2</sup>.
- **Children of U.S. citizens**—Children (including adopted orphans) of native-born or naturalized U.S. citizens<sup>3</sup>.
- **Parents of U.S. citizens**—Parents of native-born or naturalized U.S. citizens where the petitioning citizen was at least 21 years of age.

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<sup>2</sup> The Census Bureau provides information on the total foreign-born population at one point in time. Census data distinguish citizens from noncitizens but make no distinction between legal and illegal residents.

<sup>3</sup> Included in this group are “conditional immigrants” who, because of the passage of the Immigration Marriage Fraud Amendments of 1986, are either the spouses of U.S. citizens or the children of such spouses who are immigrating based on marriages of less than 2 years. After the second anniversary of acquiring lawful permanent resident status, these family members of U.S. citizens are required to apply to have the conditions on their permanent resident status removed.

## Immigrants Subject to Limitation: Preference Immigrants

Under the provisions of the INA, in effect until 1992, a worldwide maximum of 270,000 visas were available under a preference system to persons wishing to immigrate to the United States (see Table 2). The preference system consisted of seven categories. Four were family preferences with a total limit of 216,000. About one-half of the family preferences were designated for the spouses and offspring of legal permanent residents and the brothers and sisters of U.S. citizens ages 21 and older. There were 2 employment preferences with a limit of 54,000 visas divided between professional and unskilled occupations.<sup>4</sup> The seventh, or nonpreference, category—available if applications for family or employment preference visas fell below the limits—had not been used since FY1978 except for the following special classes added in FYs 1988-1991:

- **Nationals of adversely affected countries**—Natives of 36 countries that were determined to be “adversely affected” by the INA (where the annual average rate of immigration was higher between 1953-65 than 1966-85). The number of visas issued to persons entering under this category was limited to 5,000 in 1988 and 15,000 a year during the period 1989-1991.
- **Nationals of under-represented countries**—Natives of countries that used less than 25 percent of the per-country limit of 20,000 visas allocated under the preference system in 1988 (Natives of only 13 countries were exempt from this program. The number of visas issued to persons entering under this category were limited to 10,000 a year in 1990 and 1991. Selection for this category and natives of adversely affected countries was determined by lottery systems.)

Country limits were imposed on the preference system. No more than 20,000 could be issued to nationals of any 1 independent country and no more than 5,000 to a dependency.

## Immigrants Subject to Other Limits

The remaining immigrants were not subject to the preference limit of 270,000, but were subject to a variety of other limits. Many of these categories involved a fixed number of immigrants because they were either temporary or had time-limited provisions. Still other categories, such as refugees and asylees, were permanent provisions of the INA but were subject to their own limit. These categories included the following:

- **Refugee adjustments**—Refugees who had resided in the United States for at least 1 year. The number of refugee adjustments to permanent resident status is not limited in number. However, the number of individuals who are granted refugee status and arrive in the United States is limited and is determined annually by the President in consultation with Congress.
- **Asylee adjustments**—Asylees who had resided in the United States for at least 1 year. No more than 5,000 asylees were allowed to adjust to permanent resident status in FYs 1988-1990. Beginning in FY1991, the limit on asylees was increased to 10,000; exempt from any limitation were asylees who had applied for adjustment before June 1, 1990.<sup>5</sup>
- **Amerasians**—Beginning in FY1988, Vietnamese persons born between January 1, 1962, and January 1, 1976, who were fathered by U.S. citizens. (Their spouses, children, mothers, or guardians could accompany them as immigrants.)
- **Cuban/Haitian entrants**—Certain Cubans and Haitians who entered the United States before 1982 during the time of the Mariel Boatlift.

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<sup>4</sup> Note that the limits apply to the number of immigrants visas issued in a fiscal year. Because a visa is valid for 4 months, (6 months effective October 1, 1997) the number of immigrants admitted will differ from the specified limitation in any particular year.

<sup>5</sup> One of the provisions of IMMACT90 that became effective before FY1992.

- **Parolees, (Soviet and Indochinese)**—Aliens born in Indochina or the republics of the former Soviet Union who were denied refugee status abroad and paroled into the United States between August 15, 1988, and September 30, 1994 (later extended).
- **Special immigrants**—Certain ministers of religion, employees of the U.S. government abroad, naturalized aliens who lost their U.S. citizenship, foreign medical graduates, and retired employees of specific international organizations.
- **Registered nurses**—Certain registered nurses who were in the United States as of September 1, 1989, as H-1 temporary workers.
- **Registry aliens**—Aliens with continuous residence in the United States in an unlawful status since January 1, 1972, were eligible to have a record of admission created for permanent residence immediately upon approval of their application.
- **Suspension of deportation**—Under the law in effect during FYs1988-1991, aliens granted suspension of deportation must have been continuously residing in the United States for 7 years or more before filing for adjustment of status except for those who served in the Armed Forces and received an honorable discharge or those whose absence from the United States was brief, casual, and innocent.

**IRCA Legalization**—The major goal of IRCA (Public Law 99-603) was to decrease the number of illegal aliens in the United States by creating sanctions against employers who knowingly, or in some cases negligently, hired them. IRCA also allowed the following two groups of illegal aliens to become temporary and then permanent residents:

- **Legalized aliens**—Aliens who continuously resided illegally in the United States before January 1, 1982, were eligible to apply for temporary resident status between May 5, 1987, and May 4, 1988. After 1 year of temporary residence, aliens could become permanent residents if they had continuously resided in the United States since the acquisition of temporary resident status, were admissible as immigrants and had not been convicted of any felony or three misdemeanors in the United States, and demonstrated basic citizenship skills.
- **Special Agricultural Workers (SAWs)**—Aliens who could prove that they performed field labor in a qualified perishable agricultural commodity for at least 90 days during the year ending May 1, 1986, were eligible for temporary resident status. Permanent resident status under the SAW program was conferred without additional qualifying requirements.

Immigration Law: FYs1992-1994

IMMACT90 (Public Law 101-649) represented a major revision of the INA. Under IMMACT90, admissions to the United States continued to be based primarily on a family relationship with a legal permanent resident or U.S. citizen (family-sponsored) and secondarily on job skills (employment-based). Immediate relatives of U.S. citizens continued to be exempt from prespecified annual limits. The Act, however, significantly increased the limit on preference immigrants with most of the increase allocated to employment-based visas, as shown in Table 2. The Act also expanded the two-tier preference system to include a permanent diversity program subject to numerical limit for aliens from under-represented countries. The major provisions of IMMACT90 affecting legal immigration levels became effective in FY1992. The permanent diversity program did not become effective until FY1995. During the transition years from 1992-1994, visas were allotted for diversity immigrants and dependents of IRCA legalization immigrants.

IMMACT90 increased the level of immigration subject to numerical limit from 270,000 for FYs1988-1991 to a worldwide flexible cap of 700,000 for FYs1992-1994. Beginning in FY1992, a floor of 226,000 visas was established for family-based preference immigrants. However, the limit could increase to a maximum of 465,000 if immediate relative admissions in the previous year fell below a specified level. Beginning in FY1995, the worldwide cap was reduced to 675,000.

TABLE 2.—Legal Immigration Levels and Limits

	FYs1988-1991	FYs1992-1994	FY1995-
<b>Not Subject to Numerical Limits</b>			
Immediate Relatives of U.S. Citizens	No Limit	No Limit	No Limit
<b>Subject to Numerical Limits</b>			
Family-sponsored preferences	216,000	226,000 <sup>2</sup>	226,000 <sup>2</sup>
Employment-based preferences	54,000	140,000 <sup>2</sup>	140,000 <sup>2</sup>
Diversity	-	-	55,000
Diversity Transition	-	40,000	-
IRCA legalization dependents	-	55,000 <sup>1</sup>	-
Nationals of adversely affected countries	1988 - 5,000 1989-91 - 15,000	-	-
Nationals of under-represented countries	1990-91 - 10,000	-	-
<b>Subject to Other Limits</b>			
Refugees	Admission Limits	Admission Limits	Admission Limits
Asylee adjustments	1988-90 - 5,000 1991 - 10,000	10,000	10,000
IRCA Legalization	Potential adjustments limited to persons granted temporary residence under IRCA	Potential adjustments limited to persons granted temporary residence under IRCA	Potential adjustments limited to persons granted temporary residence under IRCA
Certain categories involving small numbers of immigrants (see pages 7-8)	Various Limits	Various Limits	Various Limits
<b>Worldwide Level</b>	<b>270,000</b>	<b>700,000</b>	<b>675,000</b>

<sup>1</sup> Maximum limit<sup>2</sup> Minimum limit

### Changes in Immigrants Exempt from Limitation

Immediate relatives of U.S. citizens continue to be exempt from limitation under IMMACT90. Beginning in 1992, however, widows or widowers of U.S. citizens were allowed to immigrate as immediate relatives if they remained unmarried and applied to enter no more than 2 years after the death of their spouse.

### Changes in Immigrants Subject to Limitation: Preference Immigrants and Transition

Limits on the total number of preference immigrants (family- and employment-based) increased from 270,000 during FYs1988-1991 to a minimum of 366,000 during FYs1992-1994. There also were two new transitional categories added with a combined maximum limit of 95,000.

### Family-Sponsored Immigrants

The minimum limit for family-sponsored preferences was increased slightly from 216,000 to a minimum of 226,000 in FYs1992-1994. For FYs1992-1994, the maximum was set at 465,000 minus the amount by which admissions of immediate relatives of U.S. citizens in the previous year exceeded 239,000.<sup>6</sup> For FY1995 and beyond the maximum was increased to 480,000, raising the threshold for immediate relative admissions to 254,000.

Most of the changes in the family-sponsored preferences mandated by IMMACT90 were in the second preference category. (See Table 3.) This category includes spouses, minor children (under 21 years old), and unmarried sons and daughters (21 years old or more) of legal permanent residents. The total number of available visas increased from 70,000 to 114,200 under IMMACT90.<sup>7</sup> In addition, 77 percent of the second preference visas were reserved for spouses and minor children and 75 percent of these visas were exempt from the country-specific limitation.

The number of first-preference visas (unmarried sons and daughters of U.S. citizens) declined from 54,000 to 23,400 under IMMACT90. Third- (previously fourth-) preference visas (married sons and daughters of U.S. citizens) declined slightly from 27,000 to 23,400. The number of fourth- (previously fifth-) preference visas available remained near 65,000.

### Employment-Based Immigrants

While the family-based preference categories were not revised greatly by IMMACT90, the employment-based categories were completely redefined and expanded with the intention of attracting more skilled immigrants. IMMACT90 increased the annual limit on employment-based visas from 54,000 to 140,000 beginning in 1992. The number of preference categories was also expanded. Under IMMACT90, first-preference admissions are designated for priority workers, including aliens with extraordinary abilities, outstanding professors or researchers, and multinational executives or managers. Second-preference admissions are reserved for professionals with advanced degrees. Third-preference admissions includes skilled and unskilled workers. Fourth-preference admissions for special immigrants includes ministers, religious workers, and former U.S. Government employees among others. Fifth-preference admissions is a new category under IMMACT90 for “employment creation” immigrants, or investors.

IMMACT90 also allotted a higher proportion of visas to highly skilled immigrants and their families. Before the Act, 27,000 visas were issued to highly skilled immigrants and their family members, and 27,000 were issued to skilled and unskilled workers and their family members. Under IMMACT90, approximately 110,000 visas were made available to highly skilled immigrants (first- and second-preference categories, and 30,000 of the 40,000 in the third-preference category) and only 10,000 to unskilled workers (third-preference visas). The remaining 20,000 visas were provided to special immigrants and immigrant investors who create jobs in the United States.

In addition, within the overall (minimum) limitation of 366,000 family-sponsored and employment-based visas, the per-country limit was also calculated annually and was limited to 7 percent of the annual total; the limit for dependent areas was limited to 2 percent of the annual total.

### Transitional Categories

Under IMMACT90, two major new categories of aliens were allotted visas during the transitional period from 1992-1994: legalization dependents and diversity immigrants (See Table 2).

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<sup>5</sup> Minus children born subsequent to the issuance of a visa to an accompanying parent and children born abroad to lawful permanent residents on temporary trips abroad plus certain unused preferences in the previous fiscal year.

<sup>7</sup> Plus, under both provisions, any unused visas in higher preferences.

TABLE 3.—Worldwide Levels of Immigration: Preference System Limits FYs1988-1994

FY1988-FY1991			FY1992-FY1994		
Preference	Provision	Allocation	Preference	Provision	Allocation
Family-based preferences			Family-based preferences		
First	Unmarried sons and daughters of U.S. citizens <sup>5</sup>	20% or 54,000	First	Same as FY1988-FY1991	23,400 <sup>1</sup>
Second	Spouses and unmarried sons and daughters of permanent resident aliens <sup>5</sup>	26% or 70,200 <sup>3</sup>	Second	Same as FY1988-FY1991	114,200 <sup>2</sup>
Fourth	Married sons and daughters of U.S. citizens <sup>6</sup>	10% or 27,000 <sup>3</sup>	Third	Same as fourth in FY1988-FY1991	23,400 <sup>3</sup>
Fifth	Brothers and sisters of U.S. citizens (21 years or older) <sup>6</sup>	24% or 64,800 <sup>3</sup>	Fourth	Same as fifth in FY1988-FY1991	65,000 <sup>3</sup>
Subtotal		216,000	Subtotal		226,000
Employment-based preferences			Employment-based preferences		
Third	Members of the professions of exceptional ability <sup>6</sup>	10% or 27,000	First	Priority workers <sup>6</sup>	28.6% or 40,400 <sup>4</sup>
Sixth	Workers in skilled/unskilled occupations in short supply <sup>6</sup>	10% or 27,000	Second	Professionals with advanced degrees or aliens of exceptional ability <sup>6</sup>	28.6% or 40,400 <sup>3</sup>
			Third	Skilled workers, professionals, needed unskilled workers (limited to 10,000) <sup>6</sup>	28.6% or 40,400 <sup>3</sup>
			Fourth	Special immigrants	7.1% or 9,940
			Fifth	Employment creation ("Investors")	7.1% or 9,940
Subtotal		54,000	Subtotal		140,000
Total		270,000	Total		366,000

Note: For 1988-1991, numbers that were not used in higher preferences could be used in lower preferences.

<sup>1</sup> Plus the number of unused family fourth-preference visas

<sup>2</sup> Plus the number of visas by which the worldwide level exceeds 226,000; plus unused first-preference family visas

<sup>3</sup> Plus the number of unused visas from higher preferences

<sup>4</sup> Plus the number of visas from the employment fourth- and fifth-preferences

<sup>5</sup> And their children

<sup>6</sup> And their spouses and children

### Legalization Dependents

Up to 55,000 spouses and minor children of aliens legalized under the provisions of IRCA were allowed to immigrate to the United States during FYs1992-1994. The number of visas issued each year was limited to 55,000 minus the amount that immediate relative immigrants exceeded 239,000 in the previous year.

### Diversity Immigrants

Up to 40,000 aliens from countries “adversely affected” by the INA were allowed to immigrate as diversity immigrants, replacing the earlier categories for nationals of adversely affected or under-represented countries (p.7). Natives of 34 countries were identified as eligible for the program in 1992 as evidenced by a decrease in total immigration after the 1965 amendments went into effect.<sup>8</sup> A minimum of 40 percent of the 120,000 diversity visas issued over the 3-year period from 1992-1994 were reserved for natives of Ireland.

In 1995, the diversity transition provision was replaced by a permanent diversity program providing 55,000 visas annually to natives of countries that had not had high levels of immigration in the preceding 5 years.

### Changes for Immigrants Subject to Other Limits

IMMACT90 increased the numerical limit on asylee adjustments to legal resident status from 5,000 to 10,000 annually in FY1991 and exempted asylees who had applied for adjustment before June 1, 1990, from any limitation.<sup>9</sup>

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<sup>8</sup> Natives of Canada were eligible for participation in the program in 1993.

<sup>9</sup> For further discussion of refugee and asylee admissions, see the Refugees and Asylees section in this chapter .

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## II: Immigrant Characteristics

### Category of Admission

Of the total 7.8 million aliens admitted as legal immigrants during FYs1988-1994, 40 percent (3.1 million) were family sponsored either as immediate relatives of U.S. citizens exempt from numerical limits or family preferences subject to limit, as shown in Table 4. IRCA legalization accounted for the next largest group of immigrants (2.7 million), followed by refugees and asylees (.8 million), and employment-based preference immigrants (.6 million). These categories combined accounted for 93 percent of all legal immigration during the period.

TABLE 4.—Admission Category by Size: FYs1988-1994

	Million	Percent <sup>1</sup>
<b>Total immigration 1988-1994</b>	<b>7.8</b>	<b>100</b>
Family-sponsored	3.1	40
Immediate relatives of U.S. citizens	1.6	21
Family-based preferences	1.5	19
IRCA legalization	2.7	35
Refugees and asylees	0.8	10
Employment-based preferences	0.6	8
Other	0.6	7

<sup>1</sup>May not add to 100 percent because of rounding.

The preference system accounted for a smaller proportion of immigrants during FYs1988-1994 than in previous years. Preference immigrants accounted for 48 percent of all admissions during FYs1980-1987 and 42 percent during FYs1988-1994, excluding IRCA. Including IRCA, preference immigrants represented only a little more than one-quarter (27 percent) of all immigrants during the 1988-1994 period.

### Family-Sponsored Immigrants

The number of aliens granted permanent residence between 1988 and 1994 was fairly evenly divided between immediate relatives of U.S. citizens (1.6 million) and family-preference immigrants (1.5 million), as shown in Table 5. If there were no numerical limits, admissions under the family-preference category would have been much higher. The immediate family figure represents the totality of petitions because that group is not subject to an annual numerical limit. The preference figure, by contrast, represents only a portion of petitions filed because the number of visas granted (and therefore admissions) is governed under the annual limits in the INA.

#### Immediate Relatives of U.S. Citizens

Immediate relatives of U.S. citizens accounted for 21 percent of all immigrants during FYs1988-1994, making this the second largest single category after IRCA legalization. Annual admissions of immediate relatives of U.S. citizens increased during this period to nearly 250,000 in FY1994, up 14 percent from 1988. Immigration of immediate relatives is expected to grow as naturalization increases and the new citizens sponsor their relatives (see Projections section).



TABLE 5.—Immigrants Admitted by Major Categories of Admission: FYs1988-1994

	1988		1989		1990		1991		1992		1993		1994		Total	
Category of Admission	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<b>All immigrants, total</b>	643,025	100	1,090,924	100	1,536,483	100	1,827,167	100	973,977	100	904,292	100	804,416	100	7,780,284	100
<b>Non-IRCA immigrants, total</b>	643,025	100	612,110	56.1	656,111	42.7	704,005	38.5	810,635	83.2	880,014	97.3	798,394	99.3	5,104,294	65.6
<b>Immed. rel. of U.S. citizens</b>	219,340	34.1	217,514	19.9	231,680	15.1	237,103	13.0	235,484	24.2	255,059	28.2	249,764	31.0	1,645,944	21.2
Spouses	130,977	20.4	125,744	11.5	125,426	8.2	125,397	6.9	128,396	13.2	145,843	16.1	145,247	18.1	927,030	11.9
Parents	47,500	7.4	50,494	4.6	60,189	3.9	63,576	3.5	64,764	6.6	62,428	6.9	56,370	7.0	405,321	5.2
Children	40,863	6.4	41,276	3.8	40,065	3.0	48,130	2.6	42,324	4.3	46,788	5.2	48,147	6.0	313,593	4.0
<b>Preference immigrants</b>	259,499	40.4	274,833	25.2	272,742	17.8	275,613	15.1	329,321	33.8	373,788	41.3	335,252	41.7	2,121,048	27.3
<b>Family-sponsored</b>	200,772	31.2	217,092	19.9	214,550	14.0	216,088	11.8	213,123	21.9	226,776	25.1	211,961	26.3	1,500,362	19.3
Unmarr. s/d of U.S. citizens	12,107	1.9	13,259	1.2	15,861	1.0	15,385	0.8	12,486	1.3	12,819	1.4	13,181	1.6	95,098	1.2
Spouses of alien residents	102,777	16.0	112,771	10.3	107,686	7.0	110,126	6.0	118,247	12.1	128,308	14.2	115,000	14.3	794,915	10.2
Married s/d of U.S. citizens	21,940	3.4	26,975	2.5	26,751	1.7	27,115	1.5	22,195	2.3	23,385	2.6	22,191	2.8	170,552	2.2
Siblings of U.S. citizens	63,948	9.9	64,087	5.9	64,252	4.2	63,462	3.5	60,195	6.2	62,264	6.9	61,589	7.7	439,797	5.7
<b>Employment-based</b>	58,727	9.1	57,741	5.3	58,192	3.8	59,525	3.3	116,198	11.9	147,012	16.3	123,291	15.3	620,686	8.0
Priority workers	x	x	x	x	x	x	x	x	5,456	0.6	21,114	2.3	21,053	2.6	47,623	0.6
Prof. Adv. Deg., except. Abil.	x	x	x	x	x	x	x	x	58,401	6.0	29,468	3.3	14,432	1.8	102,301	1.3
Skilled workers, profess.	x	x	x	x	x	x	x	x	47,568	4.9	87,689	9.7	76,956	9.6	212,213	2.7
Special immigrants	5,120	0.8	4,986	0.5	4,463	0.3	4,576	0.3	4,063	0.4	8,158	0.9	10,406	1.3	41,772	0.5
Employment creation	x	x	x	x	x	x	x	x	59	0.0	583	0.1	444	0.1	1,086	0.0
Pre-1992	53,607	8.3	52,755	4.8	53,729	3.5	54,949	3.0	651	0.1	x	x	x	x	215,691	2.8
<b>Transition</b>	x	x	x	x	x	x	x	x	86,183	8.8	88,812	9.8	75,130	9.3	250,125	3.2
Diversity	x	x	x	x	x	x	x	x	33,911	3.5	33,468	3.7	41,056	5.1	108,435	1.4
Legalization dependents	x	x	x	x	x	x	x	x	52,272	5.4	55,344	6.1	34,074	4.2	141,690	1.8
<b>Refugees and Asylees</b>	81,719	12.7	84,288	7.7	97,364	6.3	139,079	7.6	117,037	12.0	127,343	14.1	121,434	15.1	768,264	9.9
Refugee adjustments	76,274	11.9	79,143	7.3	92,427	6.0	116,415	6.4	106,379	10.9	115,539	12.8	115,451	14.4	701,628	9.0
Asylee adjustments	5,445	0.8	5,145	0.5	4,937	0.3	22,664	1.2	10,658	1.1	11,804	1.3	5,983	0.7	66,636	0.9

TABLE 5.—Immigrants Admitted by Major Categories of Admission: FYs1988-1994 (continued)

	1988		1989		1990		1991		1992		1993		1994		Total	
Category of Admission	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<b>Other</b>	<b>82,467</b>	<b>12.8</b>	<b>35,475</b>	<b>3.3</b>	<b>54,325</b>	<b>3.5</b>	<b>52,210</b>	<b>2.9</b>	<b>42,610</b>	<b>4.4</b>	<b>35,012</b>	<b>3.9</b>	<b>16,814</b>	<b>2.1</b>	<b>318,913</b>	<b>4.1</b>
Amerasians	319	0.0	8,589	0.8	13,059	0.8	16,010	0.9	17,253	1.8	11,116	1.2	2,822	0.4	69,168	0.9
Child. brn abrd to alien res.	2,997	0.5	2,740	0.3	2,410	0.2	2,224	0.1	2,116	0.2	2,030	0.2	1,883	0.2	16,400	0.2
Cuban/Haitian entrants	29,002	4.5	2,816	0.3	710	0.0	213	0.0	99	0.0	62	0.0	47	0.0	32,949	0.4
Nationals advers. countries	6,029	0.9	7,068	0.6	20,371	1.3	12,268	0.7	1,557	0.2	10	0.0	x	x	47,303	0.6
Natives of underrep. cntrys	x	x	x	x	8,790	0.6	9,802	0.5	880	0.1	2	0.0	x	x	19,474	0.3
Parolees, Soviet, Indchns	x	x	x	x	x	x	4,998	0.3	13,661	1.4	15,772	1.7	8,253	1.0	42,684	0.5
Registered nurses	x	x	x	x	2,954	0.2	3,069	0.2	3,572	0.4	2,178	0.2	304	0.0	12,077	0.2
Registry, ent. Before 1/1/72	39,999	6.2	10,570	1.0	4,633	0.3	2,282	0.1	1,293	0.1	938	0.1	667	0.1	60,382	0.8
Suspension of deportation	3,772	0.6	3,384	0.3	889	0.1	782	0.0	1,013	0.1	1,468	0.2	2,220	0.3	13,528	0.2
Other	349	0.1	308	0.0	509	0.0	562	0.0	1,166	0.1	1,436	0.2	618	0.1	4,948	0.1
<b>IRCA immigrants, total</b>	<b>x</b>	<b>x</b>	<b>478,814</b>	<b>43.9</b>	<b>880,372</b>	<b>57.3</b>	<b>1,123,162</b>	<b>61.5</b>	<b>163,342</b>	<b>16.8</b>	<b>24,278</b>	<b>2.7</b>	<b>6,022</b>	<b>0.7</b>	<b>2,675,990</b>	<b>34.4</b>
Residents since 1982	x	x	478,814	43.9	823,704	53.6	214,003	11.7	46,962	4.8	18,717	2.1	4,436	0.6	1,586,636	20.4
Special agr. workers	x	x	x	x	56,668	3.7	909,159	49.8	116,380	11.9	5,561	0.6	1,586	0.2	1,089,354	14.0

Spouses accounted for slightly more than one-half of immediate relatives, followed by parents, and minor children. In 1994, spouses and children in the immediate relative category were more likely than other immigrants to have been born in North American countries, especially Mexico and the Dominican Republic. More than one-half of the parents admitted were born in Asian countries, including the Philippines, China, and India.

### Family Preferences

Demand for family-preference visas exceeded the available supply during the period. As a result, admissions closely tracked the limit of 216,000 during 1988-1991 and 226,000 in 1992-1994.

Demand varied by preference category. Most of the relatives awaiting a visa during the period were either second-preference immigrants (spouses and unmarried sons and daughters of legal permanent residents) or fourth-preference (fifth in 1988-91) immigrants (brothers and sisters of U.S. citizens).

The second-preference category, with nearly 800,000 admissions in FYs1988-1994, accounted for about one-half of all family-preference immigrants. More than one-half of those admitted during FYs1992-1994 were exempt from the per-country limits under a special provision of IMMACT90. This provision allowed higher levels of immigration from Mexico and the Dominican Republic than would otherwise have been possible and also reduced waiting time for visas. Nonetheless, in January 1994, the waiting list for second-preference visas was 1.5 million aliens; 54 percent were from Mexico.<sup>10</sup>

The fourth-preference (sibling) category, with nearly 440,000 admissions in FYs1988-1994, represented more than one-quarter of all family-preference admissions during the period. The fourth-preference category had the longest waiting list for immigrant visas with 1.6 million applicants in January 1994. The countries with the largest numbers of applicants were the Philippines, India, and China.<sup>11</sup>

Third preference admissions (married sons and daughters of U.S. citizens) totaled 170,000 during the period. Demand for visas for this preference also exceeded the supply. More than one-half of aliens on the waiting list in January 1994 were from the Philippines.<sup>12</sup>

The first-preference category (unmarried sons and daughters of U.S. citizens) totaled 95,000 during FYs1988-1994. Visas under this preference were immediately available in January 1994 except to residents of Mexico or the Philippines.<sup>13</sup>

### Employment-Based Immigrants

The annual average number of employment-based admissions more than doubled between FYs1988-1991 (58,000) and FYs1992-1994 (129,000). This was primarily because of the increase in the annual limit from 54,000 to 140,000.

During FYs1992-1994, admissions for most preferences were below the limits. Both first- (priority workers) and second- (professionals with advanced degrees) preference admissions were below the 40,000 limit with an annual average of 16,000 and 34,000 admissions, respectively. The use of second-preference visas would have been even lower except that applicants awaiting visas under third-preference admissions in the pre-1992 system (professionals of exceptional ability) were automatically converted to second-preference admissions. Most second-preference conversions occurred during FY1992.

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<sup>10</sup> Report of the Visa Office 1994, Bureau of Consular Affairs, U.S. Department of State, July 1996, pp. 160. Excludes spouses and children of legalization beneficiaries.

<sup>11</sup> Report of the Visa Office 1994, p. 162.

<sup>12</sup> Report of the Visa Office 1994, p. 161.

<sup>13</sup> Report of the Visa Office 1994, p. 160.

Admissions for third-preference immigrants (skilled workers, professionals, and needed unskilled workers) exceeded the annual 40,000 limit and averaged 71,000 annually in FYs1992-1994. This amount reflected the use of previously unused visas from higher preference categories and the Chinese Student Protection Act (CPSA) of 1992. CPSA allowed close to 50,000 Chinese nationals residing in the United States to adjust to permanent resident status under third-preference visas during 1993 and 1994. Demand for third-preference visas for unskilled workers exceeded the available supply (10,000 annually); the waiting list totaled 94,000 in January 1994 led by applicants from El Salvador (17 percent) and Korea (12 percent).<sup>14</sup>

Fourth- (special immigrants) and fifth- (employment creation) preference admissions were below the 10,000 annual limits during FYs1992-1994. Fourth-preference admissions averaged 8,000 admissions annually and fifth-preference admissions averaged less than 1,000.

## Refugees and Asylees

An average of nearly 110,000 refugees and asylees adjusted to permanent resident status during FYs1988-1994. Refugees accounted for more than 90 percent of the admissions. Most of the refugees adjusting status were natives of the former republics of the Soviet Union and Vietnam (See Refugee section). The leading country of birth for asylees during FYs1988-1994 was Nicaragua.

## IRCA

Nearly 1.6 million of the total 2.7 million aliens who became legal permanent residents under IRCA had been residing in the United States since 1982. More than 80 percent of this group adjusted status in FY1989 or FY1990. Most (80 percent) of the 1 million SAWs adjusted to legal status in FY1991. IRCA legalization immigrants accounted for more than one-half of all aliens granted permanent residence in 1990 and 1991. Immigration under IRCA was nearly completed at the close of FY1994 as 97 percent of all eligible aliens had been legalized.

## Transition Categories

### Diversity

The number of aliens admitted under diversity transition totaled more than 108,000 during FYs1992-1994. This amount was close to the limit of approximately 120,000 visas (40,000 per year) available during the period. Most of the aliens admitted during the transition period were born in either Poland (39 percent) or Ireland (36 percent).

### Legalization Dependents

Approximately 142,000 immigrants were admitted between FY1992 and FY1994 as spouses and children of IRCA legalized aliens. Visa demand exceeded the limit in 1992 and 1993 (55,000) and 1994 (32,776).<sup>15</sup> More than 70 percent of these immigrants were born in Mexico.

## Other

### Amerasians

Nearly 70,000 persons arrived under the Amerasian program between 1988 and 1994, with the peak flow coming in 1991 and 1992. Most of the eligible persons had arrived by the end of FY1994.

### Cuban/Haitian Entrants

The number of Cuban/Haitian entrants has decreased over time because only a limited number of individuals are eligible and most have already gained permanent resident status. Adjustments to permanent resident status peaked in 1988. Most aliens admitted under the program were born in Haiti.

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<sup>14</sup> Report of the Visa Office 1994, p. 163.

<sup>15</sup> Equal to 55,000 minus 22,224 (the amount by which immediate relatives admitted in 1993 [261,224] exceeded 239,000).

### Adversely Affected Countries/Under-Represented Countries

Nearly 68,000 immigrants arrived under these two programs in the late 1980's and early 1990's. These programs are no longer in effect.

### Soviet and Indochinese Parolees

Approximately 43,000 people adjusted their status from parolee to permanent resident status under this program from 1991-1994.

### Registry

With the extension of the registry date to 1972 under IRCA, the number of aliens adjusting status peaked at almost 40,000 in 1988 and decreased in subsequent years as the eligible population declined.

### Suspension of Deportation

Fewer than 4,000 aliens were admitted each year under this category during the period 1988-1994.

### Geographic Residence of Immigrants

Immigration remained highly selective in terms of both State and metropolitan area of intended residence during FYs1988-1994.

### Intended State of Residence

#### All Immigrants

Six States, the residence of 39 percent of the U.S. population in 1991, were the intended residence of 78 percent of all immigrants admitted during FYs1988-1994.<sup>16</sup> These six States, the same top six States of intended residence of immigrants since 1971, were California, New York, Florida, Texas, New Jersey, and Illinois. (See Table 6.)

California was the intended destination of 34 percent of all immigrants admitted into the United States during FYs1988-1994. The 2.7 million immigrants during the period who expected to live in California represented 9 percent of the State's population in 1991.<sup>17</sup> In 1995, an estimated one-quarter (24 percent) of California's population were foreign-born persons; 19 percent were not U.S. citizens.<sup>18</sup>

New York was the next most popular immigrant destination, the intended residence of nearly 1 million (12 percent) of the immigrants during the period. During FYs1988-1994, immigrants intending to live in New York accounted for 5 percent of the State's residents in 1991.<sup>19</sup> An estimated one-sixth (16 percent) of the population of New York were foreign-born persons in 1995; 11 percent were not U.S. citizens.<sup>20</sup>

Texas followed as a destination for immigrants, accounting for almost 700,000 (9 percent) of the aliens granted permanent residence during FYs1988-1994. More than 1 in 10 Texans were foreign-born persons in 1995.<sup>21</sup>

Florida was the fourth most popular intended State of residence during FYs1988-1994. It was the destination of nearly 450,000 (6 percent) of all immigrants. These recent immigrants represented less than 3 percent of Florida's population in 1991.<sup>22</sup> One in seven (14 percent) Floridians in 1995, however, were foreign-born persons primarily because of the large influx of Cuban immigrants in earlier decades.<sup>23</sup>

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<sup>16</sup> Statistical Abstract of the United States 1995, Bureau of the Census, U.S. Department of Commerce, September 1995, p. 28. Estimates are assumed to be the average for the 1988 to 1994 period.

<sup>17</sup> Statistical Abstract 1995, p. 28.

<sup>18</sup> Kristin A. Hansen, "Profile of the Foreign-Born Population in 1995: What the CPS Nativity Data Tell Us," Bureau of the Census, presented at the Population Association of America Annual Meeting, New Orleans, LA, May 1996, Table 4.

<sup>19</sup> Statistical Abstract 1995, p. 28.

<sup>20</sup> Hansen, "Profile of Foreign-Born Population," Table 4.

<sup>21</sup> Hansen, "Profile of Foreign-Born Population," Table 4.

<sup>22</sup> Statistical Abstract 1995, p. 28

<sup>23</sup> Hansen, "Profile of Foreign-Born Population," Table 4.

### IRCA vs. non-IRCA

During each of the peak years of IRCA immigration, 1989-1992, more than 40 percent of all immigrants intended to reside in California. More than two-thirds of all IRCA immigrants intended to live in either California (53 percent) or Texas (15 percent).

### Intended Metropolitan Area of Residence

Metropolitan areas, the residence of 80 percent of the U.S. population, were the intended residence of more than 90 percent of immigrants during FYs1988-1994.<sup>24</sup> (See Table 7.) Fifteen metropolitan areas accounted for the intended destination of nearly 58 percent of immigrants. The U.S. population was much more dispersed, with the largest 15 metropolitan areas accounting for the residence of only 25 percent of the population in 1991.<sup>25</sup>

The leading MSA destinations for immigrants during FYs1988-1994 were: Los Angeles, California, with 1.3 million (17 percent) of all admissions and New York, New York, with .9 million (12 percent) of the total. Immigrant admissions during FYs1988-1994 represented 14 percent of the population of Los Angeles, California, in 1991 and 11 percent of the New York, New York, area population.<sup>26</sup>

More than one-half (55 percent) of the immigrants intending to live in Los Angeles, California, during FYs1988-1994 were IRCA legalization aliens. With IRCA legalization nearly at an end in FY1993, New York, New York, regained its position as the leading metropolitan destination of immigrants, followed by Los Angeles, California. Other top destinations included Chicago, Illinois; Miami-Hialeah, Florida; Washington, DC/Maryland/Virginia; Boston, Massachusetts; San Francisco, California; Houston, Texas; San Jose, California; and Orange County, California.

Four of the largest metropolitan areas in the United States—Detroit, Michigan; Atlanta, Georgia; Pittsburgh, Pennsylvania; and Cleveland, Ohio—were not among the top 15 destinations for immigrants.

### Age and Gender of Immigrants

Immigrant populations have traditionally been younger and more heavily female than the total U.S. resident population. FYs1988-1994 followed the traditional age pattern. During the period, more than one-half (53 percent) of all immigrants granted legal permanent residence were between the ages of 15 and 34 compared with 31 percent for the total U.S. population in 1991.<sup>27</sup> (See Table 8.) A smaller proportion of immigrants than U.S. resident population were ages 65 and over (4 percent versus 13 percent).

More than one-half (53 percent) of the immigrants during FYs1988-1994 were male, largely because the IRCA population was dominated by males. During 1993 and 1994 as IRCA legalization was ending, the majority of immigrants were once again female.

More than six-tenths (63 percent) of IRCA legalization immigrants were ages 15-34. Few were under age 15 (4 percent) or older than 64 (1 percent). Two-thirds (66 percent) were male.

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<sup>24</sup> Metropolitan population in 1992 from Statistical Abstract 1995, p. 39, and metropolitan immigration from Statistical Yearbook of Immigration and Naturalization Service, selected years 1988-1994, Table 19.

<sup>25</sup> Calculated from Statistical Abstract 1995, pp. 40-42.

<sup>26</sup> Statistical Abstract 1995, pp. 40-41.

<sup>27</sup> Statistical Abstract 1995, p. 15.

TABLE 6.—Immigrants Admitted by Top Six States of Intended Residence: FYs1988-1994

State of Intended Residence	1988		1989		1990		1991		1992		1993		1994		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<b>All immigrants</b>	<b>643,025</b>	<b>100</b>	<b>1,090,924</b>	<b>100</b>	<b>1,536,483</b>	<b>100</b>	<b>1,827,167</b>	<b>100</b>	<b>973,977</b>	<b>100</b>	<b>904,292</b>	<b>100</b>	<b>804,416</b>	<b>100</b>	<b>7,780,284</b>	<b>100</b>
California	188,696	29.3	457,417	41.9	682,979	44.5	732,735	40.1	336,663	34.6	260,090	28.8	208,498	25.9	2,678,382	34.4
New York	109,259	17.0	134,766	12.4	189,589	12.3	188,104	10.3	149,399	15.3	151,209	16.7	144,354	17.9	957,421	12.3
Texas	43,271	6.7	112,927	10.4	174,132	11.3	212,600	11.6	75,533	7.8	67,380	7.5	56,158	7.0	698,730	9.0
Florida	65,418	10.2	48,474	4.4	71,603	4.7	141,068	7.7	61,127	6.3	61,423	6.8	58,093	7.2	441,788	5.7
Illinois	32,724	5.1	69,263	6.3	83,858	5.5	73,388	4.0	43,532	4.5	46,953	5.2	42,400	5.3	359,394	4.6
New Jersey	27,726	4.3	42,187	3.9	52,670	3.4	56,164	3.1	48,314	5.0	50,285	5.6	44,083	5.5	293,703	3.8
Other States	175,931	27.4	225,890	20.7	281,652	18.3	423,108	23.2	259,409	26.6	266,952	29.5	250,830	31.2	1,707,841	22.0
<b>Total, nonlegalization</b>	<b>643,025</b>	<b>100</b>	<b>612,110</b>	<b>100</b>	<b>656,111</b>	<b>100</b>	<b>704,005</b>	<b>100</b>	<b>810,635</b>	<b>100</b>	<b>880,014</b>	<b>100</b>	<b>798,394</b>	<b>100</b>	<b>4,461,269</b>	<b>100</b>
California	188,696	29.3	180,935	29.6	186,225	28.4	194,317	27.6	238,281	29.4	247,253	28.1	205,873	25.8	1,252,884	28.1
New York	109,259	17.0	113,392	18.5	127,948	19.5	135,707	19.3	141,296	17.4	149,564	17.0	143,813	18.0	811,720	18.2
Florida	65,418	10.2	35,036	5.7	46,225	7.0	50,897	7.2	49,634	6.1	60,325	6.9	57,934	7.3	300,051	6.7
Texas	43,271	6.7	37,826	6.2	40,105	6.1	42,030	6.0	57,506	7.1	62,777	7.1	54,603	6.8	294,847	6.6
New Jersey	32,724	5.1	37,124	6.1	38,003	5.8	38,529	5.5	46,281	5.7	49,936	5.7	44,034	5.5	253,907	5.7
Illinois	27,726	4.3	27,290	4.5	28,019	4.3	31,633	4.5	40,500	5.0	46,277	5.3	42,209	5.3	215,928	4.8
Other States	175,931	27.4	180,507	29.5	189,586	28.9	210,892	30.0	237,137	29.3	263,882	30.0	249,928	31.3	1,331,932	29.9
<b>IRCA Immigrants</b>	<b>x</b>	<b>x</b>	<b>478,814</b>	<b>100</b>	<b>880,372</b>	<b>100</b>	<b>1,123,162</b>	<b>100</b>	<b>163,342</b>	<b>100</b>	<b>24,278</b>	<b>100</b>	<b>6,022</b>	<b>100</b>	<b>2,675,990</b>	<b>100</b>
California	x	x	276,482	57.7	496,754	56.4	538,418	47.9	98,382	60.2	12,837	52.9	2,625	43.6	1,425,498	53.3
Texas	x	x	75,101	15.7	134,027	15.2	170,570	15.2	18,027	11.0	4,603	19.0	1,555	25.8	403,883	15.1
New York	x	x	21,374	4.5	61,641	7.0	52,397	4.7	8,103	5.0	1,645	6.8	541	9.0	145,701	5.4
Illinois	x	x	41,973	8.8	55,839	6.3	41,755	3.7	3,032	1.9	467	1.9	191	3.2	143,257	5.4
Florida	x	x	13,438	2.8	25,378	2.9	90,171	8.0	11,493	7.0	1,098	4.5	159	2.6	141,737	5.3
Arizona	x	x	5,002	1.0	16,977	1.9	34,168	3.0	8,021	4.9	676	2.8	88	1.5	64,932	2.4
Other States	x	x	45,444	9.5	89,756	10.2	195,368	17.4	16,284	10.0	2,952	12.2	863	14.3	350,982	13.1

## Region and Country of Birth of Immigrants

During FYs1988-1994, North America was the leading source continent for aliens admitted to the United States, accounting for 51 percent of all admissions, as shown in Table 9. This occurred primarily because of the admission of 2.38 million IRCA legalized aliens who accounted for 60 percent of total immigration from North America.

The leading country of birth during the period was Mexico with 2.6 million immigrants, or 33 percent of all admissions. IRCA legalization accounted for 2.0 million, or 77 percent, of all Mexican immigrants. By 1994, Mexico's share of admissions (14 percent) had receded to the pre-IRCA 1988 level. The next largest North American source countries during the period were: the Dominican Republic (276,000), El Salvador (268,000) with 57 percent of admissions attributable to IRCA legalization, Haiti (151,000), and Jamaica (145,000).

Excluding the years of concentrated IRCA immigration (1989-1992), the leading source region for immigration to the United States was Asia. Immigration from Asia increased after the enactment of the INA and eliminated country-specific immigration quotas, while the number of immigrants entering from Europe decreased. From 1978-1994 (excluding the IRCA period), immigration to the United States was greater from Asia than from any other region. Part of the increase in Asian admissions occurred because Indochinese refugees who were paroled into the United States were allowed to adjust to permanent resident status beginning in 1978. The leading Asian source countries during the 1988-1994 period were: the Philippines (413,000), Vietnam (346,000), China (285,000), India (245,000), and Korea (181,000).

The region with the greatest percentage increase in admissions during the 1988-1994 period was Europe. Its share of the total doubled from 10 percent (65,000) in 1988 to 20 percent (161,000) in 1994 because of increasing immigration of aliens born in the former Soviet Union and Poland.

Fewer than 10 percent of immigrants admitted during FYs1988-1994 were born in countries on the remaining continents. South America accounted for 5 percent of immigrants, Africa for 3 percent, and Oceania for less than 1 percent.

## Summary and Conclusions

During FYs1988-1994, U.S. immigration policy continued to promote admission based on family reunification, employment, and humanitarian interest. IRCA granted legal permanent residence to certain former illegal aliens beginning in FY1989. Under IMMACT90, the number of visas made available through the preference system for family-sponsored and employment-based immigrants increased from a worldwide limit of 270,000 during FYs1988-1991 to 366,000 in FYs1992-1994 (including the 226,000 family-based and 140,000 employment-based preferences). The bulk of the increase in visas was designated for employment-based immigrants. A diversity program effective in 1995, with temporary provisions in effect in FYs1992-1994, was also established for admission of aliens from under-represented countries.

A total of 7.8 million aliens were granted legal resident status during FYs1988-1994. The largest group was family-sponsored immigrants (40 percent) divided nearly evenly between immediate relatives of U.S. citizens and family-preference immigrants. The next largest category was IRCA legalization immigrants (35 percent), followed by refugees (10 percent), and employment-based immigrants (8 percent).

Future growth in immigration levels may be expected to come primarily from family-sponsored aliens since the end of IRCA legalization; refugee admissions constitute a small proportion of the total and fluctuate annually depending on international political events, and demand for employment-based visas has not recently exceeded the supply. During the 1988-1994 period, demand for family-preference visas greatly exceeded the supply, and admissions increased for immediate relatives who are exempt from numerical limit. These trends are likely to lead to higher levels of family-sponsored immigration especially as permanent residents naturalize and become eligible to sponsor immediate relatives or relatives in the preference categories for admission as legal permanent residents in the United States.



TABLE 7.—Immigrants Admitted by Leading Metropolitan Statistical Area (MSA) of Intended Residence, Total and IRCA Legalization: FYs1988-1994

	1988	1989	1990	1991	1992	1993	1994	Total	
								Number	%
All Immigrants: Metropolitan Area <sup>1</sup> (Ranked by Total 1988-94)									
Total	643,025	1,090,924	1,536,483	1,827,167	973,977	904,292	804,416	7,780,284	100.0
Los Angeles-Long Beach, CA	88,211	262,805	374,773	257,160	129,669	106,703	77,112	1,296,433	16.7
New York, NY	93,106	116,598	164,330	163,006	127,881	128,434	124,423	917,788	11.8
Chicago, IL	21,183	60,336	73,107	60,590	37,435	44,121	40,081	336,853	4.3
Miami-Hialeah, FL	38,259	24,569	37,677	58,918	31,630	30,464	29,108	250,625	3.2
Orange Co. (Anaheim), CA	14,078	36,597	65,367	59,015	34,523	24,921	15,502	250,003	3.2
Houston, TX	11,131	34,682	58,208	53,690	27,101	22,634	17,600	225,046	2.9
Washington, DC-MD-VA	18,032	26,695	32,705	36,370	27,718	27,427	25,021	193,968	2.5
San Diego, CA	13,351	23,233	37,208	59,329	24,459	16,931	14,212	188,723	2.4
San Francisco, CA	16,100	22,754	29,144	29,989	21,327	21,054	18,641	159,009	2.0
San Jose, CA	12,146	19,891	26,250	28,942	23,642	19,473	16,207	146,551	1.9
Boston, MA <sup>2</sup>	11,990	17,160	20,776	21,922	18,263	20,414	18,709	129,234	1.7
Oakland, CA	11,001	15,843	20,894	24,416	17,229	16,087	13,701	119,171	1.5
Newark, NJ	10,041	12,436	16,089	16,909	13,763	13,551	12,040	94,829	1.2
Philadelphia, PA	8,975	10,427	11,440	15,009	11,887	12,842	11,535	82,115	1.1
Bergen-Passaic, NJ	8,219	10,527	13,144	12,816	12,463	12,931	11,606	81,706	1.1
Total Top 15 MSAs	375,823	694,553	981,112	898,081	558,990	517,987	445,498	4,472,044	
Percent of Total	58.4%	63.7%	63.9%	49.2%	57.4%	57.3%	55.4%	57.5%	

<sup>1</sup>MSAs defined by the Office of Federal Statistical Policy, Office of Management and Budget

<sup>2</sup>Included Essex, Middlesex, Norfolk, Plymouth, and Suffolk counties

TABLE 7.—Immigrants Admitted by Leading Metropolitan Statistical Area (MSA) of Intended Residence, Total and IRCA Legalization:  
FYs1988-1994 (continued)

	1988	1989	1990	1991	1992	1993	1994	Total	
								Number	%
IRCA Immigrants: Metropolitan Area <sup>1</sup> (Ranked by Total 1988-94)									
Total	x	478,814	880,372	1,123,162	163,342	24,278	6,022	2,675,990	100.0
Los Angeles-Long Beach, CA	x	184,373	298,806	180,687	36,501	7,353	1,505	709,225	26.5
New York, NY	x	19,374	54,733	46,606	7,285	1,488	481	129,967	4.9
Chicago, IL	x	36,995	49,002	33,186	2,945	455	189	122,772	4.6
Orange Co. (Anaheim), CA	x	20,838	48,902	42,867	8,303	1,354	248	122,512	4.6
Houston, TX	x	23,916	47,166	41,640	5,849	1,441	479	120,491	4.5
Riverside-San Bernadino, CA	x	14,384	28,456	43,131	7,661	1,043	205	94,880	3.5
San Diego, CA	x	10,958	22,882	44,779	8,179	738	171	87,707	3.3
Dallas, TX	x	9,609	21,499	31,863	3,273	790	297	67,331	2.5
Miami-Hialeah, FL	x	6,939	13,490	30,699	5,854	546	68	57,596	2.2
Fresno, CA	x	4,574	8,020	29,119	4,915	218	67	46,913	1.8
Total Top 10 MSAs	x	331,960	592,956	524,577	90,765	15,426	3,710	1,559,394	
Percent of Total	x	69.3%	67.4%	46.7%	55.6%	63.5%	61.6%	58.3%	

<sup>1</sup>MSAs defined by the Office of Federal Statistical Policy, Office of Management and Budget

TABLE 8.—Immigrants Admitted by Sex and Age: FYs1988-1994

All Immigrants	1988	1989	1990	1991	1992	1993	1994	Total
<b>Age</b>								
Number	643,025	1,090,924	1,536,483	1,827,167	973,977	904,292	804,416	7,780,284
Percent of Total	100	100	100	100	100	100	100	100
Under 15	18	15	12	8	17	20	21	14
15-24	21	19	20	25	22	21	21	22
25-34	27	31	34	36	28	26	24	31
35-44	16	19	19	17	15	15	15	17
45-54	8	8	8	7	8	8	8	8
55-64	6	5	5	4	5	6	6	5
65-74	3	2	2	2	3	3	4	3
75 and over	1	1	1	1	1	1	1	1
<b>Gender (Percent of Total)</b>								
Male	51	50	53	66	51	47	46	54
Female	50	50	47	34	49	53	54	46

TABLE 8.—Immigrants Admitted by Sex and Age: FYs1988-1994 (continued)

IRCA Immigrants	1988	1989	1990	1991	1992	1993	1994	Total
<b>Age</b>								
Number	x	478,814	880,372	1,123,162	163,342	24,278	6,022	2,675,990
Percent of Total	x	100	100	100	100	100	100	100
Under 15	x	9	6	1	1	1	1	4
15-24	x	16	19	28	21	17	13	22
25-34	x	36	40	43	46	46	46	41
35-44	x	25	22	18	21	24	27	21
45-54	x	9	8	7	8	8	9	8
55-64	x	3	3	2	3	3	3	3
65-74	x	1	1	0	1	1	1	1
75 and over	x	0	0	0	0	0	0	0
<b>Gender (Percent of Total)</b>								
Male	x	52	57	78	74	68	69	66
Female	x	48	43	22	26	32	31	34

TABLE 9.—Immigrants Admitted to the United States by Region and Leading Country of Birth, Total and Legalization Immigrants: FYs1988-1994

All Immigrants	1988		1989		1990		1991		1992		1993		1994		Total	
Region of Birth	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<b>Total</b>	<b>643,025</b>	<b>100</b>	<b>1,090,924</b>	<b>100</b>	<b>1,536,483</b>	<b>100</b>	<b>1,827,167</b>	<b>100</b>	<b>973,977</b>	<b>100</b>	<b>904,292</b>	<b>100</b>	<b>804,416</b>	<b>100</b>	<b>7,780,284</b>	<b>100</b>
<b>Europe</b>	<b>64,797</b>	<b>10.1</b>	<b>82,891</b>	<b>7.6</b>	<b>112,401</b>	<b>7.3</b>	<b>135,234</b>	<b>7.4</b>	<b>145,392</b>	<b>14.9</b>	<b>158,254</b>	<b>17.5</b>	<b>160,916</b>	<b>20.0</b>	<b>859,885</b>	<b>11.1</b>
Poland	9,507	1.5	15,101	1.4	20,537	1.3	19,199	1.1	25,504	2.6	27,846	3.1	28,048	3.5	145,742	1.9
Soviet Union, former	2,949	0.5	11,128	1.0	25,524	1.7	56,980	3.1	43,614	4.5	58,571	6.5	63,420	7.9	262,186	3.4
United Kingdom	13,228	2.1	14,090	1.3	15,928	1.0	13,903	0.8	19,973	2.1	18,783	2.1	16,326	2.0	112,231	1.4
<b>Asia</b>	<b>264,465</b>	<b>41.1</b>	<b>312,149</b>	<b>28.6</b>	<b>338,581</b>	<b>22.0</b>	<b>358,533</b>	<b>19.6</b>	<b>356,955</b>	<b>36.6</b>	<b>358,049</b>	<b>39.6</b>	<b>292,589</b>	<b>36.4</b>	<b>2,281,321</b>	<b>29.3</b>
China, Mainland	28,717	4.5	32,272	3.0	31,815	2.1	33,025	1.8	38,907	4.0	65,578	7.3	53,985	6.7	284,299	3.7
India	26,268	4.1	31,175	2.9	30,667	2.0	45,064	2.5	36,755	3.8	40,121	4.4	34,921	4.3	244,971	3.1
Korea	34,703	5.4	34,222	3.1	32,301	2.1	26,518	1.5	19,359	2.0	18,026	2.0	16,011	2.0	181,140	2.3
Philippines	50,697	7.9	57,034	5.2	63,756	4.1	63,596	3.5	61,022	6.3	63,457	7.0	53,535	6.7	413,097	5.3
Vietnam	25,789	4.0	37,739	3.5	48,792	3.2	55,307	3.0	77,735	8.0	59,614	6.6	41,345	5.1	346,321	4.5
<b>Africa</b>	<b>18,882</b>	<b>2.9</b>	<b>25,166</b>	<b>2.3</b>	<b>35,893</b>	<b>2.3</b>	<b>36,179</b>	<b>2.0</b>	<b>27,086</b>	<b>2.8</b>	<b>27,783</b>	<b>3.1</b>	<b>26,712</b>	<b>3.3</b>	<b>197,701</b>	<b>2.5</b>
<b>Oceania</b>	<b>3,839</b>	<b>0.6</b>	<b>4,360</b>	<b>0.4</b>	<b>6,182</b>	<b>0.4</b>	<b>6,236</b>	<b>0.3</b>	<b>5,169</b>	<b>0.5</b>	<b>4,900</b>	<b>0.5</b>	<b>4,592</b>	<b>0.6</b>	<b>35,278</b>	<b>0.5</b>
<b>North America</b>	<b>250,009</b>	<b>38.9</b>	<b>607,398</b>	<b>55.7</b>	<b>957,558</b>	<b>62.3</b>	<b>1,210,981</b>	<b>66.3</b>	<b>384,047</b>	<b>39.4</b>	<b>301,380</b>	<b>33.3</b>	<b>272,226</b>	<b>33.8</b>	<b>3,983,599</b>	<b>51.2</b>
Canada	11,783	1.8	12,151	1.1	16,812	1.1	13,504	0.7	15,205	1.6	17,156	1.9	16,068	2.0	102,679	1.3
Mexico	95,039	14.8	405,172	37.1	679,068	44.2	946,167	51.8	213,802	22.0	126,561	14.0	111,398	13.8	2,577,207	33.1
Caribbean	112,357	17.5	88,932	8.2	115,351	7.5	140,139	7.7	97,413	10.0	99,438	11.0	104,804	13.0	758,434	9.7
Dominican Republic	27,189	4.2	26,723	2.4	42,195	2.7	41,405	2.3	41,969	4.3	45,420	5.0	51,189	6.4	276,090	3.5
Haiti	34,806	5.4	13,658	1.3	20,324	1.3	47,527	2.6	11,002	1.1	10,094	1.1	13,333	1.7	150,744	1.9
Jamaica	20,966	3.3	24,523	2.2	25,013	1.6	23,828	1.3	18,915	1.9	17,241	1.9	14,349	1.8	144,835	1.9
Central America	30,715	4.8	101,034	9.3	146,202	9.5	111,093	6.1	57,558	5.9	58,162	6.4	39,908	5.0	544,672	7.0
El Salvador	12,045	1.9	57,878	5.3	80,173	5.2	47,351	2.6	26,191	2.7	26,818	3.0	17,644	2.2	268,100	3.4
Guatemala	5,723	0.9	19,049	1.7	32,303	2.1	25,527	1.4	10,521	1.1	11,870	1.3	7,389	0.9	112,382	1.4
<b>South America</b>	<b>41,007</b>	<b>6.4</b>	<b>58,926</b>	<b>5.4</b>	<b>85,819</b>	<b>5.6</b>	<b>79,934</b>	<b>4.4</b>	<b>55,308</b>	<b>5.7</b>	<b>53,921</b>	<b>6.0</b>	<b>47,377</b>	<b>5.9</b>	<b>422,292</b>	<b>5.4</b>
Colombia	10,322	1.6	15,214	1.4	24,189	1.6	19,702	1.1	13,201	1.4	12,819	1.4	10,847	1.3	106,294	1.4
<b>Not Reported</b>	<b>26</b>	<b>0.0</b>	<b>34</b>	<b>0.0</b>	<b>0</b>	<b>0.0</b>	<b>0</b>	<b>0.0</b>	<b>20</b>	<b>0.0</b>	<b>5</b>	<b>0.0</b>	<b>4</b>	<b>0.0</b>	<b>89</b>	<b>0.0</b>

TABLE 9.—Immigrants Admitted to the United States by Region and Leading Country of Birth, Total and Legalization Immigrants: FYs1988-1994 (continued)

IRCA Immigrants	1988		1989		1990		1991		1992		1993		1994		Total	
Region of Birth	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<b>Total</b>	<b>x</b>	<b>x</b>	<b>478,814</b>	<b>100</b>	<b>880,372</b>	<b>100</b>	<b>1,123,162</b>	<b>100</b>	<b>163,342</b>	<b>100</b>	<b>24,278</b>	<b>100</b>	<b>6,022</b>	<b>100</b>	<b>2,675,990</b>	<b>100</b>
<b>Europe</b>	<b>x</b>	<b>x</b>	<b>9,270</b>	<b>1.9</b>	<b>15,293</b>	<b>1.7</b>	<b>8,049</b>	<b>0.7</b>	<b>1,663</b>	<b>1.0</b>	<b>334</b>	<b>1.4</b>	<b>96</b>	<b>1.6</b>	<b>34,705</b>	<b>1.3</b>
Poland	x	x	5,491	1.1	7,203	0.8	2,588	0.2	667	0.4	117	0.5	28	0.5	16,094	0.6
<b>Asia</b>	<b>x</b>	<b>x</b>	<b>31,181</b>	<b>6.5</b>	<b>35,364</b>	<b>4.0</b>	<b>52,100</b>	<b>4.6</b>	<b>8,402</b>	<b>5.1</b>	<b>1,008</b>	<b>4.2</b>	<b>269</b>	<b>4.5</b>	<b>128,324</b>	<b>4.8</b>
India	x	x	2,658	0.6	1,988	0.2	13,899	1.2	2,126	1.3	100	0.4	48	0.8	20,819	0.8
Iran	x	x	4,088	0.9	6,946	0.8	1,550	0.1	425	0.3	141	0.6	38	0.6	13,188	0.5
Pakistan	x	x	1,744	0.4	2,184	0.2	11,846	1.1	1,229	0.8	98	0.4	50	0.8	17,151	0.6
Philippines	x	x	7,285	1.5	8,849	1.0	8,220	0.7	1,843	1.1	268	1.1	34	0.6	26,499	1.0
<b>Africa</b>	<b>x</b>	<b>x</b>	<b>6,716</b>	<b>1.4</b>	<b>16,369</b>	<b>1.9</b>	<b>13,661</b>	<b>1.2</b>	<b>2,260</b>	<b>1.4</b>	<b>379</b>	<b>1.6</b>	<b>103</b>	<b>1.7</b>	<b>39,488</b>	<b>1.5</b>
<b>Oceania</b>	<b>x</b>	<b>x</b>	<b>464</b>	<b>0.1</b>	<b>1,915</b>	<b>0.2</b>	<b>2,156</b>	<b>0.2</b>	<b>684</b>	<b>0.4</b>	<b>96</b>	<b>0.4</b>	<b>15</b>	<b>0.2</b>	<b>5,330</b>	<b>0.2</b>
<b>North America</b>	<b>x</b>	<b>x</b>	<b>416,984</b>	<b>87.1</b>	<b>771,875</b>	<b>87.7</b>	<b>1,014,346</b>	<b>90.3</b>	<b>145,495</b>	<b>89.1</b>	<b>21,571</b>	<b>88.8</b>	<b>5,354</b>	<b>88.9</b>	<b>2,375,625</b>	<b>88.8</b>
Mexico	x	x	338,727	70.7	622,519	70.7	893,301	79.5	122,470	75.0	17,534	72.2	4,403	73.1	1,998,954	74.7
Caribbean	x	x	9,584	2.0	30,467	3.5	56,851	5.1	12,873	7.9	1,595	6.6	377	6.3	111,747	4.2
Dominican Republic	x	x	1,101	0.2	10,131	1.2	11,228	1.0	1,129	0.7	534	2.2	142	2.4	24,265	0.9
Haiti	x	x	3,958	0.8	8,462	1.0	35,191	3.1	8,591	5.3	498	2.1	133	2.2	56,833	2.1
Jamaica	x	x	2,532	0.5	6,185	0.7	5,803	0.5	2,095	1.3	272	1.1	54	0.9	16,941	0.6
Central America	x	x	67,130	14.0	115,784	13.2	62,873	5.6	9,904	6.1	2,365	9.7	554	9.2	258,610	9.7
El Salvador	x	x	44,293	9.3	69,611	7.9	32,479	2.9	5,081	3.1	1,301	5.4	291	4.8	153,056	5.7
Guatemala	x	x	13,394	2.8	27,095	3.1	19,374	1.7	3,081	1.9	601	2.5	154	2.6	63,699	2.4
Honduras	x	x	2,489	0.5	6,747	0.8	5,817	0.5	852	0.5	172	0.7	60	1.0	16,137	0.6
Nicaragua	x	x	4,976	1.0	7,286	0.8	2,460	0.2	472	0.3	144	0.6	15	0.2	15,353	0.6
<b>South America</b>	<b>x</b>	<b>x</b>	<b>14,173</b>	<b>3.0</b>	<b>39,507</b>	<b>4.5</b>	<b>32,782</b>	<b>2.9</b>	<b>4,820</b>	<b>3.0</b>	<b>885</b>	<b>3.6</b>	<b>183</b>	<b>3.0</b>	<b>92,350</b>	<b>3.5</b>
Colombia	x	x	4,636	1.0	14,311	1.6	10,073	0.9	1,357	0.8	307	1.3	47	0.8	30,731	1.1
Ecuador	x	x	2,511	0.5	7,616	0.9	3,991	0.4	500	0.3	145	0.6	43	0.7	14,806	0.6
Peru	x	x	2,416	0.5	6,784	0.8	7,364	0.7	984	0.6	171	0.7	31	0.5	17,750	0.7
<b>Not Reported</b>	<b>x</b>	<b>x</b>	<b>26</b>	<b>0.0</b>	<b>49</b>	<b>0.0</b>	<b>68</b>	<b>0.0</b>	<b>18</b>	<b>0.0</b>	<b>5</b>	<b>0.0</b>	<b>2</b>	<b>0.0</b>	<b>25</b>	<b>0.0</b>

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# Immigrant Projections: FYs1995-1999

## Introduction

Immigration is projected to increase from 720,461 in 1995 to approximately 920,000 in 1996 and then to decline slightly to an annual average of 900,000 during FYs1997-1999. (These projections were developed in January 1997 based on preliminary data for fiscal year 1996 immigration and final counts of fiscal year 1995 immigration.) Excluding immigrants admitted under the legalization provisions of IRCA, the average annual number of immigrants admitted during the 1992-1994 time period was 830,000, while 866,000 immigrants are projected to be admitted annually during the 1995-1999 period, an increase of 4 percent, as shown in Table 10. See pp. 31-32 for a discussion of recent legislation that is likely to affect immigration levels during the projection period.

TABLE 10.—Immigrant Admissions: FYs1992-1994 and Immigrant Projections: FYs1995-1999

Year	Total	IRCA	Excluding IRCA
Reference Period:			
1992	973,977	163,342	810,635
1993	904,292	24,278	880,014
1994	804,416	6,022	798,394
<b>Average 1992-94</b>	<b>894,228</b>	<b>64,547</b>	<b>829,681</b>
Projection Period:			
1995	720,461	4,267	716,194
1996	921,350	4,000	917,350
1997	904,850	3,000	901,850
1998	915,400	2,000	913,400
1999	882,425	2,000	880,425
<b>Average 1995-99</b>	<b>868,897</b>	<b>3,053</b>	<b>865,844</b>
<b>Change</b>	<b>-25,331</b>	<b>-61,494</b>	<b>36,163</b>
<b>Percent Change</b>	<b>-2.8</b>	<b>-95.3</b>	<b>4.4</b>

Note: Projections were developed by INS.

Overall immigration is projected to decrease slightly during the reference and projection periods because most of the persons eligible to adjust to permanent residence status under the IRCA legalization provisions did so in relatively high levels before FY1994. The number of persons granted permanent residence under the legalization provisions of IRCA reached a high of 1.1 million in FY1991 and declined to 6,000 in FY1994. Despite the near completion of the legalization program, immigrants who have been admitted as legalized aliens will continue to have a significant impact on the number of legal immigrant admissions as they naturalize and begin to sponsor their immediate relatives.

Nearly all the 2.7 million aliens who gained immigrant status under the legalization provisions of IRCA are eligible to naturalize. For those who elect to naturalize, their spouses, minor children, and parents may gain immigrant status exempt from any annual limitation. The number of immigrants admitted annually as immediate relatives of U.S. citizens are projected to increase by 39 percent in the FY1995-1999 time period

as compared with FYs1992-1994. More than half of the increase is projected to occur as aliens legalized under the provisions of IRCA naturalize and sponsor their immediate relatives.

## Immigration Law

### Immigration Limits

The limits on immigration during the 1988-1991 period and the 1992-1994 reference period were described in the previous section on Legal Immigrants. IMMACT90 revised the annual limits in 1992 and 1995, the first year of the projection period. The worldwide flexible cap of was reduced slightly in 1995 from 700,000 to 675,000, as shown in Table 11. The immigrants subject to the 675,000 limit consist of 480,000 family-sponsored immigrants, 140,000 employment-based preference immigrants, and 55,000 diversity immigrants.

TABLE 11.—Legal Immigration Limits: FYs1992-1995

Category	1992-1994	1995-
Family-sponsored immigrants	465,000 <sup>1</sup>	480,000 <sup>1</sup>
Family-sponsored preferences	226,000 <sup>2</sup>	226,000 <sup>2</sup>
Employment preferences	140,000 <sup>2</sup>	140,000 <sup>2</sup>
Diversity	N/A	55,000
Diversity transition	40,000	N/A
IRCA Legalization dependents	55,000 <sup>1</sup>	N/A
<b>Total Limited</b>	<b>700,000</b>	<b>675,000</b>
<b>Exempt from Limits:</b> (Major categories)		
Immediate relatives of U.S. citizens		
Refugee and asylee adjustments		

<sup>1</sup> Maximum limit

<sup>2</sup> Minimum limit

N/A - Not Applicable

Although the limit on the number of family-sponsored immigrants increased from 465,000 to 480,000 in 1995, the minimum limit on family-sponsored preference immigration remained at 226,000 a year. The other group of immigrants included in the family-sponsored category are immediate relatives of U.S. citizens. The number of immediate relative admissions is only used to determine the annual limit for family-sponsored preference immigration—the number of immediate relatives that can enter in any year is unlimited. The limit for family-sponsored preference immigrants is calculated annually by subtracting the number of immediate relatives admitted in the preceding year from 480,000. The 480,000 annual cap can be exceeded if the number of immediate relatives of U.S. citizens admitted is more than 254,000, which when added to the 226,000 minimum for family preference visas would exceed the 480,000 cap.

Employment-based preference immigration increased from 54,000 in 1991 to 140,000 in 1992, and remained at that level in 1995. The program for transitional diversity immigrants, which was limited to 40,000 a year in FYs1992-1994, was replaced in 1995 with the permanent diversity program with an annual limit of 55,000 visas.

A maximum of 55,000 visas were available annually in 1992-94 for spouses and children of aliens legalized under the IRCA legalization provisions. Even though the provision ended in 1995, spouses and minor



children of IRCA legalized immigrants will still be eligible to immigrate under the family second preference, or as an immediate relative if their sponsor naturalizes.

### Relationship Between Limits and Projections

The limits as defined under the immigration law are critical for determining the projected number of immigrants. The U.S. Department of State (DOS) regulates the number of immigrants that may enter the United States each year by issuing visas to eligible aliens until the annual limits are reached. The number of immigrants admitted by the INS, and these projections, refer to the number of persons granted permanent residence in a year. While the annual numbers of visas issued and admissions are usually similar, the two numbers can vary because an immigrant can use a visa up to 4 months after it is issued.<sup>28</sup>

The projections for some immigrant categories are set to the annual limits because the demand for visas is greater than the number of available visas. There are two major exceptions: employment-based preference immigrants and immediate relative of U.S. citizens. Recently, the demand for employment-based visas has been lower than the annual limit of 140,000 and it is projected to remain below the limit in the FY1995-1999 period. By contrast, immediate relatives of U.S. citizens are admitted without limitation even though their numbers are used to set the family-sponsored preference limit. Immediate relatives are expected to account for the largest increases in immigration during the next 5 years.

### Recent Legislation Affecting Immigration Levels

#### Effect of Section 245(i)

Approximately 720,000 immigrants were admitted in FY1995, which was lower than the 804,000 immigrants admitted in FY1994 and lower than the 925,000 immigrants projected for FY1996. FY1995 immigration levels are lower than in adjacent years partly because of delays in processing as a result of a change in immigration visa application procedures at the beginning of 1995.

At the beginning of 1995, Section 245(i) was added to the Immigration and Nationality Act allowing many residents who were eligible for immigrant status (who previously would have been barred from adjusting their status in the United States) to remain in the United States and to adjust to permanent resident status by applying at an INS office and paying a penalty fee.<sup>29</sup> Before FY1995, most of these aliens were required to leave the United States and acquire a visa abroad from DOS. This change in procedures transferred a large portion of the visa processing workload from DOS to the INS.

Before the change in Section 245(i), the INS received nearly 203,000 applications for adjustment to permanent resident status in 1994.<sup>30</sup> The number of requests for adjustment increased to more than 470,000 in 1995 because an additional 224,000 requests were filed under Section 245(i). The INS increased its resources and personnel to process the applications toward the end of FY1995. Nevertheless, there were temporary delays in processing the applications. Before 1995, the normal working backlog of applications for adjustment was approximately 100,000. By the end of 1995 the backlog had increased to 288,000.

Aliens may apply for adjustment only after an immigrant visa is immediately available to them; historically, more than 90 percent of the applications for adjustment have been approved. Therefore, most of the 288,000 persons awaiting a decision at the end of FY1995 will be allowed to adjust status in later years. For those immigrants subject to numerical limitation, the increase in adjustments will be offset by a decrease in the number of visas issued abroad by DOS. This will occur because DOS regulates the number of visas processed so that actual issuances match the annual limits. Just as DOS will decrease the overseas visa issuances in 1996, the visa issuances in 1995 were increased to reach the annual limits.

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<sup>28</sup> This time limit was changed to six months as of October 1, 1997.

<sup>29</sup> Section 245(l) was repealed effective January 15, 1998.

<sup>30</sup> Excluding refugee and asylee adjustments.

The effect of Section 245(i) processing in 1995 has been concentrated in categories not subject to limitation, such as immediate relatives of U.S. citizens. The number of immediate relative admissions is likely to increase in 1996 as the INS continues to work on eliminating the backlog.

The processing changes may have also affected employment-based immigration because immigrant workers typically are already in the United States and must apply for adjustment with the INS. Because of the increased workload in the INS offices generally, all decisions on adjustments of status may have been subject to delays in FY1995, regardless of whether they were filed under Section 245(i) or not. Conversely, the number of admissions in FY1996 may overstate the demand for employment-based visas as the INS works to eliminate the backlogs of applications filed in previous years (see section on Employment-based Preference Immigrants).

### Welfare Reform and IIRIRA

Some variations between the projected admissions expected and actual admissions can be anticipated for several reasons. First, effects of changes in the welfare and immigration laws in 1996 have not been taken into account, except in a few limited instances. Many of the provisions of the Personal Responsibility And Work Opportunity Reconciliation Act of 1996 (Welfare Reform) and the Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) of 1996 had not been fully implemented at the time these projections were developed and it is difficult to estimate their impact.

Most of the provisions of the two laws do not directly affect the immigration limits and categories, although some provisions could have potentially a large impact on immigration levels. Section 301 of IIRIRA, for example, establishes that an alien who was unlawfully present in the United States for more than 180 days but less than a year is inadmissible for 3 years. An alien present in the United States unlawfully for 1 year or more is inadmissible for 10 years. This provision is likely to reduce the number of immigrant admissions, especially in the family-sponsored immigrant categories where family members are likely to be living in the United States illegally.

Second, immigrant processing times will continue to fluctuate and may affect the number of annual admissions in any year. Besides increases in applications for immigrant status, the INS has received record numbers of applications for naturalizations. Applications for naturalization are expected to continue to increase with the changes in welfare reform. Because more than half of the increase in immediate relative immigration is due to projected increases in naturalization, the actual entry of an immigrant will be based on how long it takes to process a naturalization application.

### Immigrant Projections

The number of immigrants admitted in FY1995 was 720,461. Immigration is projected to increase to approximately 921,000 in FY1996 and to average approximately 906,000 during the 1997-1999 period. The annual projections for the major categories of immigrants are shown in Table 12. The average annual number of admissions during the 5-year projection period of 1995-1999 and the 3-year reference period are shown in Table 13. Overall, average annual admissions are projected to decrease by 25,300 between the 1992-1994 time period and the 1995-1999 time period, or by 3 percent.

The immigration categories that are expected to increase during the next 5 years are as follows:

- Immediate relatives of U.S. citizens (96,800, 39 percent).
- Family-sponsored preference immigrants (26,700, 12 percent).
- Diversity programs (15,900, 43 percent).

The categories with projected decreases are as follows:

- Refugee and asylee adjustments (-14,100, -12 percent).

- Employment-based preference immigrants (-21,000, -16 percent).
- Other categories, including IRCA legalization (-129,700, -92 percent).

TABLE 12.—Projected Immigration by Category and Year: FYs1995-1999

Category	FY1995	FY1996	FY1997	FY1998	FY1999
<b>Total</b>	<b>720,461</b>	<b>921,350</b>	<b>904,850</b>	<b>915,400</b>	<b>882,425</b>
Family-sponsored preference level	253,721	311,819	226,000	226,000	226,000
<b>Total</b>	<b>238,122</b>	<b>294,000</b>	<b>239,800</b>	<b>224,000</b>	<b>224,000</b>
1. Unmarried sons/dtrs of U.S. ctzns	15,182	21,000	23,000	23,000	23,000
2. Spouses and children of LPRs	144,535	183,000	128,800	113,000	113,000
3. Married sons/dtrs of U.S. citizens	20,876	25,000	23,000	23,000	23,000
4. Siblings of U.S. citizens	57,529	65,000	65,000	65,000	65,000
Employment-based preference level	140,000	140,000	140,000	140,000	140,000
<b>Total</b>	<b>85,336</b>	<b>117,900</b>	<b>113,000</b>	<b>112,000</b>	<b>111,000</b>
1. Priority workers	17,339	27,500	25,500	25,500	25,500
2. Professionals w/adv. degrees	10,475	18,500	16,500	16,500	16,500
3. Skilled, professionals, other wkrs	50,245	63,000	62,000	62,000	62,000
4. Special immigrants	6,737	8,000	8,000	7,000	6,000
5. Employment creation	540	900	1,000	1,000	1,000
<b>Immediate relatives</b>	<b>222,254</b>	<b>308,300</b>	<b>388,000</b>	<b>418,200</b>	<b>391,300</b>
Spouses <sup>1</sup>	123,238	171,600	201,700	217,300	212,500
of naturalized legalized aliens	0	10,000	33,700	42,600	30,800
Parents <sup>1</sup>	48,382	66,900	80,500	80,300	72,900
of naturalized legalized aliens	0	10,100	23,700	23,500	16,100
Children <sup>1</sup>	48,740	68,100	104,200	119,100	104,400
of naturalized legalized aliens	0	14,500	48,500	61,200	44,200
Children born abroad to LPRs	1,894	1,700	1,600	1,500	1,500
<b>Diversity programs</b>	<b>47,245</b>	<b>58,500</b>	<b>53,000</b>	<b>53,000</b>	<b>53,000</b>
Diversity transition	6,944	500	0	0	0
Diversity	40,301	58,000	53,000	53,000	53,000
<b>Refugees and asylee adjustments</b>	<b>114,664</b>	<b>128,500</b>	<b>101,000</b>	<b>100,000</b>	<b>95,000</b>
Refugees	106,827	118,500	91,000	90,000	85,000
Asylees	7,837	10,000	10,000	10,000	10,000
<b>Other categories</b>	<b>12,840</b>	<b>14,150</b>	<b>10,050</b>	<b>8,200</b>	<b>8,125</b>
Amerasians (Vietnam)	939	950	500	100	0
Suspension of deportation	3,168	5,800	4,000	4,000	4,000
Parolees, Soviet and Indochinese	3,086	2,300	1,500	1,000	1,000
IRCA legalization	4,267	4,000	3,000	2,000	2,000
Legalization of dependants	277	0	0	0	0
Other total	1,103	1,100	1,050	1,100	1,125

Note: Projections were developed by INS. LPRs = Legal Permanent Residents.

<sup>1</sup>Includes immigrants sponsored by IRCA-legalized aliens who have naturalized

TABLE 13.—Average Annual Immigration by Category and Period: Actual FYs1992-1995 and Projected: FYs1995-1999

Category	FYs1995-1999		FYs1992-1994		Change	
	Average	%	Average	%	Number	%
<b>Total</b>	<b>868,900</b>	<b>100</b>	<b>894,200</b>	<b>100</b>	<b>-25,300</b>	<b>-3</b>
<b>Family-sponsored preference level</b>	<b>248,700</b>		<b>226,000</b>		<b>22,700</b>	
<b>Total</b>	<b>244,000</b>	<b>28</b>	<b>217,300</b>	<b>24</b>	<b>26,700</b>	<b>12</b>
1. Unmarried sons/dtrs of U.S. ctzns	21,000	2	12,800	1	8,200	64
2. Spouses and children of LPRs	136,500	16	120,500	13	16,000	13
3. Married sons/dtrs of U.S. citizens	23,000	3	22,600	3	400	2
4. Siblings of U.S. citizens	63,500	7	61,300	7	2,200	4
<b>Employment-based preference level</b>	<b>140,000</b>		<b>148,100</b>		<b>-8,100</b>	<b>-5</b>
<b>Total</b>	<b>107,800</b>	<b>12</b>	<b>128,800</b>	<b>14</b>	<b>-21,000</b>	<b>-16</b>
1. Priority workers	24,300	3	15,900	2	8,400	53
2. Professionals w/adv. degrees	15,700	2	34,100	4	-18,400	-54
3. Skilled, professionals, other wkrs	59,800	7	70,700	8	-10,900	-15
4. Special immigrants	7,100	1	7,500	1	-400	-5
5. Employment creation	900	0	400	0	500	125
Pre-1992 preference	0	0	200	0	-200	-100
<b>Immediate relatives</b>	<b>345,600</b>	<b>40</b>	<b>248,800</b>	<b>28</b>	<b>96,800</b>	<b>39</b>
Spouses <sup>1</sup>	185,300	21	139,800	16	45,500	33
of naturalized legalized aliens	23,400	3	0	0	23,400	NA
Parents <sup>1</sup>	69,800	8	61,200	7	8,600	14
of naturalized legalized aliens	14,700	2	0	0	14,700	NA
Children <sup>1</sup>	88,900	10	45,800	5	43,100	94
of naturalized legalized aliens	33,700	4	0	0	33,700	NA
Children born abroad to LPRs	1,600	0	2,000	0	-400	-20
<b>Diversity programs</b>	<b>52,900</b>	<b>6</b>	<b>37,000</b>	<b>4</b>	<b>15,900</b>	<b>43</b>
Diversity transition	1,500	0	36,100	4	-34,600	-96
Diversity	51,500	6	0	0	51,500	NA
Other	0	0	800	0	-800	-100
<b>Refugees and asylee adjustments</b>	<b>107,800</b>	<b>12</b>	<b>121,900</b>	<b>14</b>	<b>-14,100</b>	<b>-12</b>
Refugees	98,300	11	112,500	13	-14,200	-13
Asylees	9,600	1	9,500	1	100	1
<b>Other categories</b>	<b>10,700</b>	<b>1</b>	<b>140,400</b>	<b>16</b>	<b>-129,700</b>	<b>-92</b>
Amerasians (Vietnam)	500	0	10,400	1	-9,900	-95
Suspension of deportation	4,200	0	1,600	0	2,600	163
Parolees, Soviet and Indochinese	1,800	0	12,600	1	-10,800	-86
IRCA legalization	3,100	0	64,500	7	-61,400	-95
Legalization of dependants	100	0	47,200	5	-47,100	-100
Other total	1,100	0	4,100	0	-3,000	-73

Note: Projections were developed by INS. LPRs = Legal Permanent Residents.

<sup>1</sup>Includes immigrants sponsored by IRCA-legalized aliens who have naturalized

## Family-Sponsored Immigrants

### Immediate Relatives of U.S. Citizens

The annual number of immediate relatives of U.S. citizens admitted is projected to increase from 222,000 in FY1995 to 418,000 in FY1998, before decreasing to 391,000 in FY1999. This represents an average annual increase of 96,800 compared with admissions during FYs1992-1994. The number of spouses and children of U.S. citizens has increased at an average annual rate of 4 percent over the past 25 years. In addition to a continuation of this trend, the number of spouses and children are expected to increase as the 2.7 million aliens who gained immigrant status under the legalization provisions of IRCA begin to naturalize and sponsor their relatives.

Approximately 80 percent of the 1.1 million spouses and children of permanent resident aliens awaiting a family second-preference visa as of January 1995 are estimated to be relatives of IRCA legalized aliens.<sup>31</sup> While some of these persons will enter under the family second-preference category, many will be eligible to enter as an immediate relative if and when their sponsor naturalizes. As of September 1994, approximately 600,000 legalized aliens had become eligible to apply for naturalization. The number of legalized aliens eligible to naturalize increased to 1.46 million by September 1995 and to 2.58 million by September 1996. If a legalized alien or any other immigrant naturalizes and they have a spouse or child waiting for a second-preference visa, then the spouse or child is automatically eligible to enter as an immediate relative.

Approximately 21 percent of the immediate relatives of U.S. citizens admitted during FYs1995-1999 are projected to be relatives of legalized aliens who have obtained U.S. citizenship through naturalization: spouses (23,400 annual average), children (33,700 annual average), and parents (14,700 annual average). The relatives of legalized aliens account for three-fourths of the annual increase between the reference and projections periods. A detailed explanation of the methods used to make these estimates is found in Appendix A, Immediate Relative Projections. No increase in immigration is projected for parents of U.S. citizens, other than for the parents of naturalized aliens admitted under the IRCA provisions. The number of parents who have immigrated in recent years has leveled off, and this trend is projected to continue through 1999.

The number of immediate relatives is projected to peak at 418,000 in 1998, but that timing may change depending on the processing time for naturalization and the time it takes to convert to immigrant status, both of which are difficult to project given the historic increases projected for naturalizations and immediate relative admissions. Also, many of the spouses and children of legalized aliens are likely to have already set up a household in the United States. If they are here unlawfully, then they may not be able to enter as an immigrant for at least 3 years or, in some cases 10 years, under Section 301 of IIRIRA. The regulation implementing this new addition has not been announced at the time these projections were made, so it has not been taken into account in the projections. Potentially, most of the increases in projected immediate relative immigration could be postponed for 3 years, 10 years, or reduced if aliens opt not to apply for immigrant status.

### Family-Sponsored Preference Immigrants

Family-sponsored immigration is expected to average 244,000 during the 1995-1999 period, an increase of 12 percent above the 1992-1994 level (see Table 13). As of January 1995, more than 3.5 million persons were qualified and waiting to receive a family-sponsored preference visa.<sup>32</sup> Because the annual limit on family-sponsored preference visas is much lower than the demand, the number of persons that will gain admission depends on the annual limit.

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<sup>31</sup> *1995 Report of the Visa Office*, U.S. Department of State, Bureau of Consular Affairs, February 1997, page 190.

<sup>32</sup> *Ibid.*, page 187.

The annual limits on family-sponsored preference immigration were above the minimum of limit 226,000 in FYs1995-1996, but are expected to return to 226,000 in 1997 and the following years. The family-sponsored preference limit can be above 226,000 if the number of immediate relatives visas used in the previous year is lower than 254,000 or if there were unused employment-based visas. The annual limits for family-preference visas were 253,721 in 1995 and 311,819 in 1996.<sup>33</sup> The increases in immediate relative immigration are expected to force the limit back to 226,000 in the FY1997-1999 time period, even if there are remaining employment-based visas in those years.

The limit on the unmarried sons and daughters of U.S. citizens is 23,400 a year, and admissions is projected to approach that total by FY1997. Immigration is expected to increase in this category because of the naturalization of legal permanent residents who have an unmarried son or daughter waiting for a visa under the second-preference category. Once the sponsors naturalize, their sons and daughters should be able to receive their first-preference visas sooner than would have been possible under the second-preference category. After 1996, worldwide backlogs and increased waiting times will develop for first-preference visas.

Any increase in the family-sponsored preference limit above 226,000 is reserved for second-preference immigrants: spouses, children, and unmarried sons and daughters of legal permanent residents. Because the limit is projected to be highest in 1996, the number of second-preference immigrants will be highest in that year. Second-preference immigration is projected to average 136,500 during the projection period, 13 percent higher than in FYs1992-1994.

Immigration under the third- and fourth-preference categories is expected to remain at their limits for the foreseeable future because the demand for visas is higher the number available each year. Married sons and daughters of U.S. citizens are limited to 23,400 a year, while brothers and sisters of U.S. citizens are limited to 65,000 a year.

### Employment-Based Preference Immigrants

The average number of employment-based preference immigrants is projected to decrease from an average of 128,800 during FYs1992-1994 to 107,800 during FYs1995-1999. The actual number of workers and their families who will be admitted depends largely on U.S. employers' demand for skilled workers and on the extent to which these workers are unavailable in the United States. If the demand for foreign workers increases during FYs1995-1999, a maximum of 140,000 foreign workers and their families will be allowed to enter each year.

The number of employment-based immigrants admitted during FYs1992-1994 overstated the actual demand for foreign workers during that period and misrepresented the mix by preference category. The increase in the employment-based limit from 54,000 to 140,000 in 1992 allowed for elimination of the backlog for skilled workers that had existed before 1992. Professionals of exceptional ability who were waiting for a visa before 1992 were automatically converted to a second-preference visa and allowed to immigrate. The number of second-preference immigrants totaled more than 58,000 in 1992, 29,000 in 1993, and 14,000 in 1994, as the number of persons entering with the converted visas decreased. At the same time, the number of persons entering under the first-preference category as priority workers increased from 5,400 in 1992 to 21,000 in 1994. The figures for 1994 are the most accurate reflection of the demand for workers by preference category because some of the persons who entered with converted visas probably would have been qualified for a first-preference visa if they had been made to reapply.

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<sup>33</sup> The annual family-sponsored preference limit is calculated by subtracting the number of immediate relatives (and some other smaller categories) in the preceding year from 480,000 and then adding the number of unused employment-based preference visas in the preceding year. If the resulting number is lower than or equal to 226,000, then limit is set to 226,000. If the number is higher than 226,000, then the limit is set to that number. The limit in 1995 was 253,721 (480,000 - 255,709 immediate relative visas in 1994 + 29,430 unused employment-based visas in 1994). The limit in 1996 was 311,819 (480,000 - 226,875 immediate relative visas in 1995 + 58,694 unused employment-based visas in 1995).

Immigrants admitted under Chinese Student Protection Act (CSPA) also affected the number and mix of immigrants in FYs1992-1994. An average of 16,000 Chinese students and other temporary residents who had formerly been provided temporary safe haven in the wake of the Tiananmen Square incident in the spring of 1989 were allowed to adjust to permanent resident status in 1993 and 1994. These persons were all admitted under the employment third-preference category.

Most of the projected decreases during FYs1995-1999 are not because of any measurable reduction in the demand for workers. Initial information during the projection period indicates that the number of approved worker petitions increased by 14 percent between 1995 and 1996.<sup>34</sup> The projections in the first-, second-, and third-preference categories for FYs1997-1999 assume that the immigration will increase 14 percent above the average immigration levels for 1995 and 1996. The average level over the 2-year period was used because the number of employment immigrants admitted may have been lower than demand in 1995 and higher than demand in 1996 because of delays in processing all adjustments with increased workloads under Section 245(i).

The number of workers and their families admitted under the first-preference category as priority workers is projected to increase from an average of 15,900 during the FY1992-1994 time period to 24,300 during the FYs1995-1999. Professionals with advanced degrees or aliens of exceptional ability are admitted under the second-preference category. The annual number of immigrants is projected to be 15,700, which is 54 percent below the FY1992-1994 level. As discussed earlier, many of the second-preference immigrants admitted in FYs1992-1994 were persons who had been on the waiting list before 1992.

The third-preference category includes skilled workers, professionals, and other unskilled workers. Other workers are limited to 10,000 a year, and the number of admissions is projected to equal that number each year because there is a long waiting list for these visas. The overall number of visas is expected to decrease from 70,700 in the FY1992-1994 time period to 59,800 in the FY1995-1999 time period. Approximately 16,000 persons were admitted under CSPA during FYs1992-1994 and very few are expected to enter in the next 5 years.

The number of special immigrants admitted under the fourth-preference category is expected to total 7,100 during FYs1995-1999, or about the same as during the reference period. The number of special immigrants is expected to begin to decline in FY1998 because the provision for the immigration of religious workers and their families will be discontinued at the end of FY1997.

The number of employment creation immigrants admitted under the fifth-preference category is expected to increase from an average of 400 to 900 during FYs1995-1999. This program began slowly with only 59 immigrants in FY1992. About 500 were admitted in FYs1993-1995, and preliminary data indicate that 900 were admitted in FY1996.

### Diversity Immigrants

The number of immigrants admitted under the transitional and permanent diversity programs is projected to increase from an annual average of 37,000 in the FY1992-1994 time period to 52,900 in the FY1995-1999 time period.

The annual limit on the number of persons admitted under the permanent diversity program is 55,000 visas. Approximately 6.5 million persons applied for these visas in FY1995, the first year of the program, so the number of visas issued each year should equal 55,000. However, the number of persons admitted under the diversity programs in FY1995 totaled only 47,000—7,000 under the transitional program and 40,000 under

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<sup>34</sup> The number of approved I-140 Immigrant Worker petitions was 47,082 in FY1994, 48,482 in 1995, and 55,482 in 1996. Persons with an approved I-140 petition are eligible to immigrate to the United States under the employment-preference categories.

the permanent program. Most persons admitted under the transitional program in FY1995 were issued visas in FY1994. Although all of the 55,000 permanent diversity visas were issued in FY1995, many were issued toward the end of the fiscal year, resulting in only 40,000 persons entering in FY1995. The number of diversity immigrants admitted in FY1996 is expected to reach 58,000 because persons issued visas late in FY1995 will enter in FY1996 sometime before their 4-month visa expires. The number of immigrants entering in FYs1997-1999 is projected to be 53,000.<sup>35</sup>

### Refugee and Asylee Adjustments

The number of refugee adjustments is projected to decrease from an average of 112,500 during the FY1992-1994 time period to 98,300 in the FY1995-1999 time period. The number of refugees admitted could increase in response to worldwide refugee situations, but the authorized level of refugee admissions have declined in recent years, and they are projected to continue to decrease.

The number of refugees to be admitted each year are determined through consultations with the President and Congress. This process was developed in order to respond quickly to refugee crises around the world, so the number of future admissions could be significantly different from recent levels if a crisis occurs. Refugees are eligible to apply for immigrant status 1 year after they arrive in the United States; therefore, there is a lag between their arrival and adjustment to permanent resident status. The President and Congress set a limit on the number of refugees who may enter the United States each year, but there is no limit on the number who may adjust in any year.

The number of asylees who may adjust to permanent resident status is set to 10,000 a year. Asylees may apply for immigrant status 1 year after they have been granted asylum status. The number of asylees is expected to reach the 10,000 limit in FY1996 and also in following years because the number of persons granted asylum has exceeded 10,000 every year since 1994.

### Other Immigrants

Most of the decrease in immigration between the projected and reference periods is in miscellaneous categories, many of which are special programs that are nearing completion or that ended in FY1994. These miscellaneous categories are projected to account for an annual average of 10,700 immigrants during FYs1995-1999, compared with 140,400 during the preceding 3 years.

The number of persons granted permanent residence under the legalization provisions of IRCA is projected to decrease from an average of 64,500 to only 3,100 during FYs1995-1999. The number of persons granted permanent residence under the legalization provisions of IRCA reached a high of 1.1 million in FY1991 and then declined to 163,000 in FY1992, 24,000 in FY1993, and 6,000 in FY1994. The annual number of admissions has declined each year because the pool of persons eligible for adjustment is fixed and consequently decreases as time passes. All the legalized aliens entered the United States before 1987 even though most of them were officially counted as immigrants in the 1990's.

The second largest contributor to the decrease during FYs1995-1999 is the elimination of the category for dependents of legalized aliens. These spouses and children were allotted up to 55,000 visas a year during FYs1992-1994. The special program ended in 1995; however, these spouses and children are still entitled to enter under the family second-preference or possibly as an immediate relative if their sponsor naturalizes. The average number admitted during the reference period was 47,100, but fewer than 300 entered in FY1995.

Two other special programs are nearing completion during the FY1995-1999 period. The number of Soviet and Indochinese parolees is projected to decline from 12,600 to 1,800 a year. This category refers to aliens

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<sup>35</sup> Admissions are projected to be lower than visa issuances because the number of persons entering under the diversity programs have historically been lower than the number visas issued.



born in Indochina or the republics of the former Soviet Union who were denied refugee status abroad and paroled in the United States between 1988 and 1997. The number of Amerasians is expected to decline from 10,400 a year during FYs1992-1994 to an average of 500 a year during FYs1995-1999. Most Amerasians who were fathered by U.S. citizens in Vietnam have already migrated to the United States.

The only miscellaneous category with an increase in the number of projected admissions is for persons granted suspension of deportation. Section 304 of IIRIRA places a limit of 4,000 adjustments a year for persons granted suspension of deportation beginning in FY1997.

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## Refugees and Asylees

The Refugee Act of 1980, which added Sections 207 and 208 to the INA, established the definition of a refugee in U.S. law and set out refugee and asylum policy. As defined in U.S. law, persons who cannot return to their home country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion are considered to be “refugees.” The INA states that aliens who are still within their home country and who face persecution for any of these reasons also may be designated as refugees by the President after appropriate consultation with the Judiciary Committees of Congress. The President sets a ceiling annually for the admission of refugees after consideration of the need for resettlement of refugees of special humanitarian concern to the United States and after consultation with Congress. The ceiling may be adjusted throughout the year in emergency situations.

Several related but distinct sets of numbers are commonly used to describe refugee admissions to the United States. Refugees apply and are approved overseas under the program established in the annual consultation and under the limits of the ceiling. Actual annual arrivals of refugees always lag the number approved because of the arrangements that must be made for resettlement of refugees. Finally, 1 year after admission to the United States, refugees are eligible to apply to adjust their status to that of permanent resident alien. Each concept describes a different stage in refugee processing, and although closely related, they are not equivalent. In addition, the Cuban Adjustment Act of 1966 remains in effect. Under its provisions, Cuban nationals who enter the United States in something other than refugee status may adjust status after 1 year to become permanent resident aliens.

An asylum applicant must meet the definition of a refugee. The distinction between a refugee and an asylee is the location where they make application. The refugee applies overseas to enter the United States, while the potential asylee applies within the United States or at a port-of-entry (POE). No numerical limits are imposed on grants of asylum. An asylee may apply to adjust status to that of permanent resident alien after 1 year in asylee status. There is no limit on the number of refugees who may adjust status in a year, but the law does place a ceiling on the number of asylees who may become permanent resident aliens in a year. That ceiling was 5,000 yearly from 1980-1990. The enactment of IMMACT90 raised the ceiling to 10,000 yearly.

### Refugee Approvals

The number of persons approved overseas for refugee status increased from 80,000 in 1988 to more than 115,000 in 1992 before declining to 105,000 in 1994. These statistics are depicted in Table 14. A relaxation of emigration controls in the former Soviet Union during this time enabled an increasing number of Soviet citizens to apply for and be granted refugee status. East Asia also continued to be the source of a high proportion of the arriving refugees. The number of refugees from Africa grew during the period but remained no more than 7 percent of the total. Refugee approvals for Latin America and the Near East did not change greatly over the period.

TABLE 14.—Refugee Approvals by Geographic Area of Chargeability: FYs1988-1994

Geographic Area of Chargeability	1988	1989	1990	1991	1992	1993	1994
<b>Total</b>	<b>80,282</b>	<b>95,505</b>	<b>99,697</b>	<b>107,962</b>	<b>115,330</b>	<b>106,026</b>	<b>105,137</b>
Africa	1,304	1,825	3,318	4,430	5,667	6,813	5,748
East Asia	41,450	35,196	30,613	35,560	31,751	38,314	40,639
Eastern Europe and Soviet Union	26,645	48,620	58,951	62,582	68,131	52,090	48,963
Latin America and Caribbean	2,452	2,848	1,863	2,263	4,121	3,991	2,513
Near East	8,431	7,016	4,952	5,127	5,660	4,818	7,229
Not Reported	0	0	0	0	0	0	45

The annual number of refugees who adjust status to become permanent resident aliens is closely linked to the number of refugee arrivals in immediately preceding years. From 1988-1991, the number of refugee adjustments increased slowly at first and then rapidly, from 76,000 to 116,000. It dropped to 106,000 in 1992 but rose back to 115,000 in 1993 and 1994. (See Table 5.) This trend was caused almost entirely by the increase in arrivals of refugees from the former Soviet Union. From a prevailing level of less than 1,000 yearly in the mid-1980's, Soviet arrivals began to increase in 1987 and reached 50,000 in 1990, while arrivals from other parts of the world were relatively constant. Soviet arrivals dropped in 1991 but rebounded in 1992 before beginning a gradual decline. This pattern is mirrored with a lag of about 1 year in the trend of adjustments of status of refugees.

The Cuban Adjustment Act of 1966 provides a vehicle for adjustment to permanent resident alien status of Cubans outside the context of the Refugee Act. The number of Cubans adjusting status under this law was almost 11,000 in 1988 but averaged between 5,000 and 6,000 yearly from 1989-1992. It rose in 1993 and 1994, reaching more than 8,000 in 1994.

### Asylum Applications and Approvals

The annual number of persons claiming asylum in the United States has fluctuated greatly since 1980, when the law governing asylum was enacted, but the trend has been sharply upward through 1994. The total number of cases filed in 1991, more than 56,000, was lower than the 60,736 cases filed in 1988, but the total of 101,679 filed in 1989 was the highest on record at that time, as shown in Table 15. Beginning in 1992, the numbers increased again each year, reaching 146,468 cases filed in 1994. From 1988 to 1990, well over half of all asylum applicants were from Central America. In subsequent years that percentage has fallen somewhat, but the number of applicants from Central America remained at about 40 percent of the total in 1993 and 1994. A sharp decline in cases filed by Nicaraguans was offset by a sharp increase from Guatemalans. The number of cases filed by nationals of El Salvador fell abruptly and then rose somewhat. The overall trend reflects increases in claims from many areas of the world, including Haiti, Mexico, Peru, China, the Indian subcontinent, the Philippines, the former Soviet Union, and the former Yugoslavia. In a few cases, such as Iran and Poland, fewer claims were filed in the later years.

TABLE 15.—Asylum Cases Received by the INS and Individuals Granted Asylum by Selected Nationality:  
FYs1988-1994<sup>1</sup>

Nationality	1988	1989	1990	1991	1992	1993	1994
<b>Asylum Cases Received by the INS</b>							
<b>Total</b>	<b>60,736</b>	<b>101,679</b>	<b>73,637</b>	<b>56,310</b>	<b>103,964</b>	<b>144,166</b>	<b>146,468</b>
Bangladesh	23	3	9	158	1,044	3,776	3,682
China	205	561	1,287	895	3,464	14,465	10,871
Cuba	1,683	3,154	3,925	1,306	2,376	2,699	3,209
El Salvador	27,048	29,680	22,271	10,244	6,781	14,616	18,600
Ethiopia <sup>1</sup>	900	1,004	1,532	1,455	1,003	1,227	897
Guatemala	6,384	15,521	12,234	14,774	43,915	34,198	34,433
Haiti	314	678	425	387	5,374	10,908	9,499
Honduras	524	5,994	1,097	808	1,127	2,805	4,385
India	25	39	43	666	3,224	5,698	4,508
Iran	1,742	1,113	1,550	770	692	578	553
Liberia	38	27	1,572	2,513	1,378	877	799
Mexico	91	66	122	188	614	6,397	9,323
Nicaragua	16,170	35,431	18,304	2,219	2,075	3,180	4,682
Pakistan	82	49	98	498	3,348	4,536	3,323
Peru	84	237	251	437	1,148	3,150	2,885
Philippines	91	143	334	1,268	4,022	3,986	2,384
Poland	2,487	1,801	731	604	461	853	1,048
Romania	641	777	1,593	2,412	2,097	1,138	1,078
Soviet Union <sup>1</sup>	92	243	1,043	3,832	5,856	5,955	4,592
Yugoslavia <sup>1</sup>	185	252	355	1,224	2,331	2,774	1,866
Other Countries	1,927	4,906	4,861	9,652	11,634	20,350	23,851
<b>Individuals Granted Asylum</b>							
<b>Total</b>	<b>7,340</b>	<b>9,229</b>	<b>5,672</b>	<b>2,908</b>	<b>3,959</b>	<b>7,464</b>	<b>11,764</b>
China	90	150	679	348	277	336	414
Cuba	36	107	229	124	214	319	494
El Salvador	149	443	260	185	110	74	187
Ethiopia <sup>1</sup>	570	517	382	405	347	352	672
Guatemala	42	102	65	49	94	172	373
Haiti	8	11	3	1	120	636	1,060
Honduras	12	18	5	5	19	32	92
India	4	4	0	13	78	357	584
Iran	1,107	723	256	232	231	347	638
Lebanon	73	76	86	67	81	65	91
Liberia	5	20	10	53	209	247	305
Nicaragua	3,725	5,092	2,277	703	341	291	520
Peru	1	24	27	20	113	241	470
Poland	488	329	39	6	2	58	3
Romania	398	650	204	50	156	258	184
Somalia	79	128	204	117	122	121	150
Soviet Union <sup>1</sup>	47	127	264	142	442	923	1,175
Sudan	0	0	8	31	73	133	248
Syria	36	28	63	9	16	638	1,032
Yugoslavia <sup>1</sup>	6	4	14	3	78	496	906
Other Countries	464	676	597	345	836	1,368	2,166

<sup>1</sup>For comparability, Ethiopia, the Soviet Union, and Yugoslavia are represented throughout as they were constituted in 1988.

The number of claims for asylum granted each year varies within a much narrower range than the number filed because a relatively small proportion of the claims are successful. Approximately one-fourth of the adjudicated cases are approved.<sup>36</sup> While a large proportion of those granted in the late 1980's were from Nicaragua and Iran, no single country has dominated in recent years. When an asylum case is granted, the applicant's spouse and minor children are also eligible for asylum status, whether they are already in the United States or waiting outside the country to join the asylee. Analysis of the number of persons per case shows an average case size of 1.4 at the time asylum is granted and 1.6 at the time of adjustment of status. In other words, when 10 cases are granted asylum, 4 additional persons receive asylum at the same time and 2 more arrive later from abroad, for a total of 16 asylees adjusting to permanent resident alien status 1 year or more later. These average case sizes have remained constant since 1980.

From 1980-1990, the annual number of asylees who adjusted to permanent resident alien status was limited by the statutory cap of 5,000 (refer to Table 5). By the late 1980's, more persons had been granted asylum than this cap could accommodate, and the backlog of eligible applicants for adjustment of status was large and still growing. IMMACT90 set a new annual cap of 10,000 and waived the limit for persons whose applications had been filed before June 1, 1990. This provision allowed a record number of 22,664 asylees to adjust their status in 1991, and the total number of asylee status adjustments also exceeded 10,000 in 1992 and 1993. By 1994, the backlog was cleared, and only 6,000 asylees adjusted status. Because more than 10,000 persons were granted asylum in 1994, the cap on adjustment of status is expected to be reached again in future years.

From 1988-1991, the number of persons granted asylum increased from 7,340 in 1988 to 9,229 in 1989 and then dropped to a low of approximately 2,900 in 1991 before rising to nearly 12,000 in 1994 (refer to Table 15). This trend was heavily influenced by the reorganization of INS processing of asylum applications. In 1987, the Supreme Court ruled in *INS v. Cardoza-Fonseca* that the Government had followed too strict a standard in determining an alien's eligibility for asylum. The Court ruled that the proper standard for qualifying for asylum is a well-founded fear of persecution, rather than the clear probability of persecution standard used in determining withholding of deportation. Also in 1987, the Attorney General issued instructions concerning Nicaraguan asylum seekers living in the United States. These instructions were issued to ensure that, with limited exceptions, no Nicaraguan with a well-founded fear of persecution would be deported. To that end, a special program was established to provide an extra level of review for Nicaraguans whose asylum applications had been denied. In addition, Nicaraguans who had been denied asylum were encouraged to reopen their immigration proceedings in light of the *Cardoza-Fonseca* decision. During this time, Nicaraguans were granted work authorization so that they could support themselves pending final resolution of their claims.

In the aftermath of these developments, the number of asylum applications from Nicaraguans did increase dramatically, peaking at more than 35,000 in 1989. The number of Nicaraguans granted asylum also increased; they led all other nationalities in the number of persons granted asylum from 1988-1991 (as shown in Table 15), and accounted for more than half of the successful applications in 1988 and 1989.

In July 1990, the Department of Justice published regulations establishing within the INS a corps of asylum officers to adjudicate asylum claims. The first 6 months of FY1991 saw a transition during which the new Asylum Officer Corps (AOC) assumed responsibility from the district offices for their existing asylum caseload on April 2, 1991. Because of difficulties in transferring that caseload, fewer claims were completed in FY1991 than would normally have been done. This transition is responsible for the decline in the number of claims granted as well as a drop in the number denied.

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<sup>36</sup> Data on asylum are tabulated by both cases and persons. Standard analytical practice calls for calculation of trends in asylum filing and approval rates based on cases. However, analysis of the population granted asylum, including the number subject to the cap on adjustment of status, requires data on persons given asylum status.

The data reported herein on asylum applicants cover only the casework of the INS District Directors and, beginning in FY1991, of the INS AOC. These figures do not include those cases filed by apprehended aliens in deportation proceedings or the cases denied by the INS that later are renewed with immigration judges, who are part of the Executive Office of Immigration Review in the Department of Justice. However, the statistics on adjustments to permanent resident status cover all aliens previously granted asylum (including spouses and children), whether the grant was by INS officials or immigration judges.

### Refugee Projections: FYs1995-1999

Trends in the number of refugees admitted to the United States are among the most difficult to predict of all categories of immigration because they are dependent on political events worldwide as well as on U.S. response to those events. Based on expected refugee ceilings for the next several years, refugee admissions are projected to continue declining gradually from the peak of 115,000 reached in 1992. This trend would return refugee admissions to a level approaching that of the mid-1980's. More than 70 percent of the refugee admissions in 1988-1994 were nationals of the former Soviet Union and Vietnam. Political developments in these two regions will have a strong effect on the U.S. refugee flow in the 1995-1999 period.

Adjustments to permanent resident alien status under the Refugee Act will continue to follow the trend in refugee arrivals, lagging admissions by slightly more than 1 year. This trend is expected to result in an average of about 100,000 refugees adjusting status under the Refugee Act in 1995 and 1996, and then a decline to an annual average of 75,000 or less if trends in refugee admissions develop as projected. Adjustments of status under the Cuban Adjustment Act of 1966 are expected to continue their recent rise and reach 10,000 in 1995 and 13,000 in 1996. They could reach 20,000 yearly by 1999. This calculation assumes that significant numbers will continue to be generated under the terms of the 1994 Migration Agreement with Cuba. Therefore, total adjustments of status under the two Acts are expected to peak at about 118,000 in 1996 and then decline to about 85,000 in 1999.

### Asylum Projections: FYs1995-1999

Trends in the number of asylum applicants are even more volatile and difficult to project than trends in refugee admissions because they are not subject to overseas control, and they respond more quickly to world events. From 1988-1994, asylum applications from natives of Central America dominated the caseload. New filings by Nicaraguans were lower in the 1990's than in the 1980's, and in the absence of further changes, a significant increase is not anticipated. In 1991 a settlement was reached in a class action suit, *American Baptist Churches (ABC) v. Thornburgh*. Under its terms, many nationals of El Salvador and Guatemala were allowed to refile their claims for asylum. Moreover, 187,000 Salvadorans who had registered for Temporary Protected Status (TPS) in 1991 became eligible to file for asylum at the expiration of their TPS period in 1992. They were then given additional time by grants of deferred enforced departure, which expired on December 31, 1994. These legal developments were responsible for the trends in applications by Salvadorans and Guatemalans, the two largest groups of applicants from 1991-1994. However, even with these two countries removed from the calculation, the number of asylum cases filed nearly tripled from 1991-1994.

In March 1994, the INS published proposed regulations designed to streamline the asylum decision process, discourage frivolous claims, and integrate the work of the AOC with the work of the immigration judges. These regulations took effect on January 4, 1995, and were expected to reduce the number of new non-ABC claims.

The number of projected asylum claims for the years 1995-1999 are shown in Table 16. The projections of 150,000 claims in 1995 and 130,000 claims in 1996 include ABC claims. Thereafter, 54,000 new cases yearly are projected. This estimate is slightly less than the average of typical recent years, on the assumption that the new asylum regulations will have the desired effect of discouraging frivolous claims. The number of persons granted asylum is projected to be 17,500 in 1995 and 19,000 in 1996. These increased numbers are expected to result from the ability of the AOC to complete more cases, with more personnel and procedures permitting deserving cases to be identified and granted more promptly. It is assumed that the AOC will continue to adjudicate approximately 62,000 cases annually and that the approval rate will remain at 22 percent, with the mean case size at 1.4 persons. Based on these assumptions, an average of 19,000 persons granted asylum per year is projected through 1999.

TABLE 16.—Projected Asylum Cases Filed With the INS and Individuals Granted Asylum: FYs1995-1999

	1995	1996	1997	1998	1999
Asylum cases filed with the INS	150,000	130,000	54,000	54,000	54,000
Individuals granted asylum	17,500	19,000	19,000	19,000	19,000

Note: Projections were developed by INS.

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## Parolees

A parolee is an applicant for admission to the United States who is allowed to enter the United States for urgent humanitarian reasons or because the entry is thought to convey some significant public benefit. Parole does not constitute admission to the United States, and it normally allows the alien to remain in the country for only a brief, temporary period of time. The INA requires parolees to leave the country when the conditions on which their parole is based cease to exist.

Through FY1991, data available on parolees were divided into the following three categories:

**Humanitarian parolees**—Aliens paroled for a specific or an indefinite amount of time because special conditions warranted such treatment. These aliens generally were paroled for public interest purposes and may have remained in the United States while awaiting immigrant visas. This was the one category of parole that may have allowed long-term presence in the United States.

**Deferred inspections**—Aliens, usually with appropriate documentation, who were granted parole because they appeared, upon preliminary examination, not to be clearly admissible. Upon completion of inspection, some of them were admitted in regular immigration categories.

**Medical or legal parolees**—Medical parolees were granted parole to receive treatment for a serious medical condition in the United States or because a severe medical condition made detention or deportation inappropriate. Legal parolees came into the United States to serve as witnesses in legal proceedings or to be prosecuted under U.S. law.

Beginning in 1992, new categories were adopted to classify grants of parole. The old humanitarian parole category was divided into humanitarian parole, public interest parole, and overseas parole. The overseas parole category was developed for use where a decision was made to offer parole to people from selected countries who were denied admission as refugees. Again, this parole category was the only one in which many aliens were expected to remain for a long period of time. The use of humanitarian and public interest parole is controlled by the INS Office of International Affairs. Humanitarian parole is now meant for use primarily in medical situations, while public interest parole is intended to apply to what were previously called legal parolees. The deferred inspections category remains unchanged. Additional types of parole are now included in the category of “District Office parole” because the decisions on them are made at that level. This category is used in a wide variety of situations, often where a person has been issued documents authorizing admission but is not carrying them when he or she arrives at the port.

## Parole Grants

Grants of parole may fluctuate from year to year based on many factors. From 1988-1991, an average of more than 100,000 parolees arrived yearly, as shown in Table 17. The greatest growth was in the humanitarian parole category, which increased from 11,500 in 1988 to 28,900 in 1991. This trend was caused by the decision to grant long-term parole to a number of aliens from the former Soviet Union and Vietnam. Under a special provision of the law, parolees from Indochina and the former Soviet Union who were denied refugee status were eligible to adjust to permanent resident alien status after 1 year. Mexico was the third largest country for grants of humanitarian parole as defined in the 1988-1991 period.

The other parole categories, deferred inspections and medical/legal parolees, increased gradually from 1988-1991. Deferred inspections make up less than 20 percent of the total grants in these categories. Mexican nationals were the most likely to be granted deferred inspection. Medical and legal parolees were the largest component of parole grants, accounting for more than 68 percent in FY1988, but dropping to about 58



percent in FY1990 and rising to nearly 60 percent in FY1991. Again, persons from Mexico accounted for the highest number of grants in this category.

Parole grants reached a high of 137,000 in 1992 (see Tables 17 and 18) because of the large number of grants in the new humanitarian/public interest/overseas parole categories. Those from Vietnam accounted for much of this increase. In 1993 and 1994, fewer persons were paroled from Vietnam and the former Soviet Union, but this trend was partially offset by the increase in persons paroled from Cuba. Deferred inspections continued to be granted at the rate of slightly more than 20,000 per year, or around 20 percent of the total. The District Offices were responsible for slightly more than half of all parole grants in FYs1992-1994.

TABLE 17.—Parole Grants by Category for Top Five Countries of Citizenship: FYs1988-1991

Category of Grant	1988	1989	1990	1991
<b>Total parolees</b>	<b>94,918</b>	<b>106,857</b>	<b>90,265</b>	<b>127,146</b>
<b>Humanitarian parolees</b>	<b>11,522</b>	<b>18,475</b>	<b>20,975</b>	<b>28,938</b>
Soviet Union	35	4,146	6,784	9,225
Vietnam	10	753	5,242	7,971
Mexico	2,364	2,627	1,079	1,301
United Kingdom	833	1,073	626	737
Canada	773	868	519	640
Other	7,507	9,008	6,725	9,064
<b>Deferred inspections</b>	<b>18,182</b>	<b>18,740</b>	<b>17,158</b>	<b>22,267</b>
Mexico	3,972	4,871	4,342	4,597
Philippines	792	979	851	2,357
India	403	459	406	1,698
Canada	1,217	1,120	1,051	1,035
United Kingdom	1,090	951	817	756
Other	10,708	10,360	9,691	11,824
<b>Medical/legal parolees</b>	<b>65,214</b>	<b>69,642</b>	<b>52,132</b>	<b>75,941</b>
Mexico	32,936	32,656	22,370	16,364
Philippines	1,708	1,870	1,798	6,292
China, Mainland	568	675	714	5,381
Canada	4,243	4,370	4,129	4,048
United Kingdom	2,706	3,661	1,508	1,677
Other	23,053	26,410	21,613	42,179

TABLE 18.—Parole Grants by Category for Top Five Countries of Citizenship: FYs1992-1994

Category of Grant	1992	1993	1994
<b>Total parolees</b>	<b>137,478</b>	<b>123,490</b>	<b>111,403</b>
<b>Humanitarian/public interest/overseas parolees</b>	<b>47,571</b>	<b>32,323</b>	<b>28,837</b>
Cuba	1,600	3,220	9,149
Mexico	4,585	5,068	4,974
Vietnam	16,998	7,585	4,824
Soviet Union	5,426	2,270	1,909
Canada	1,700	1,677	1,807
Other	17,262	12,503	6,174
<b>Deferred inspections</b>	<b>18,970</b>	<b>27,819</b>	<b>23,742</b>
Mexico	5,568	6,340	6,255
El Salvador	548	7,893	4,893
Canada	1,046	1,017	884
United Kingdom	661	686	555
Philippines	546	641	524
Other	10,601	11,242	10,631
<b>District Office parolees</b>	<b>70,937</b>	<b>63,348</b>	<b>58,824</b>
Mexico	12,244	11,548	11,761
Cuba	1,617	1,402	3,998
Philippines	8,078	4,916	3,664
Canada	3,412	3,288	2,754
United Kingdom	2,403	2,195	1,918
Other	43,183	39,999	34,729

## Parole Projections: FYs1995-1999

During the 5-year period from 1995-1999, grants of parole are expected to level off at about 117,000 yearly, as shown in Table 19. Grants in the overseas parole category are expected to remain at historically high levels because of the migration agreement with Cuba, which states that at least 20,000 Cubans will be accepted each year, many of them as parolees. The deferred inspections and District Office parolee categories are expected to remain at the average levels of the past few years.

TABLE 19.—Projected Parole Grants by Category of Grant: FYs1995-1999

	1995	1996	1997	1998	1999
<b>Total parolees</b>	<b>113,500</b>	<b>117,000</b>	<b>117,000</b>	<b>117,000</b>	<b>117,000</b>
Humanitarian/public interest/overseas parolees	43,200	37,000	37,000	37,000	37,000
Deferred inspections	9,300	20,000	20,000	20,000	20,000
District Office parolees	61,000	60,000	60,000	60,000	60,000

Note: Projections were developed by INS.

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# Nonimmigrants

A nonimmigrant is an alien admitted to the United States for a specified temporary period but not for permanent residence.

## Temporary Visitors to the United States

While the typical nonimmigrant is a tourist who visits for a few days to several months, there are numerous classes of nonimmigrant admission. These classes include business travelers, students, ambassadors, representatives to international organizations, temporary workers, exchange visitors, treaty traders and investors, and intracompany transferees. A number of classes of admission allow nonimmigrants to enter the United States for temporary employment purposes: workers with specialty occupations; with extraordinary ability or achievement in the sciences, arts, education, business, or athletics; and to perform services or labor when unemployed persons capable of performing such tasks cannot be found in the United States. Authorization to work in this country also may be granted to exchange visitors who enter temporarily to study, teach, or conduct research; intracompany transferees who enter to provide temporary managerial or executive services in the United States to international firms or corporations; and industrial trainees. Although not considered as employed in the United States, treaty traders and treaty investors enter temporarily to conduct trade or to invest substantially in enterprises under the provisions of treaties of commerce and navigation between the United States and foreign states.

## Nonimmigrant Admission Levels

During the 1980's, nonimmigrant admissions have fluctuated from 11.8 million in FY1981 and FY1982 to a low of 9.3 million in FY1984. Since 1984, nonimmigrant admissions have increased each year, to more than 22 million in FY1994 (see Table 20). For the 7-year period of 1988-1994, nonimmigrant admissions have increased by nearly 52 percent.

Visitors for pleasure (tourists) are the class of admission with the largest number of entries, generally constituting approximately three-quarters of nonimmigrant admissions. Temporary visitors for business, the second largest class of nonimmigrant admission, when combined with visitors for pleasure, constitute more than 90 percent of all nonimmigrant admissions. Temporary workers and trainees and their families had the largest percentage increase over the 1988-1994 period (95 percent). Visitors for pleasure had a 59 percent increase for this period, followed by intracompany transferees and their families (52 percent), visitors for business (33 percent), exchange visitors and their families (28 percent), students and their families (27 percent), and treaty traders, treaty investors and their families (12 percent).

More than half of all nonimmigrants entering the United States in 1994 were citizens of five countries: Japan, the United Kingdom, Germany, Mexico, and France (see Table 21). These five countries were the leading countries for the entire 1988-1994 period, although the ranking has varied somewhat, with Germany and Mexico trading third and fourth place within the period. For each of these countries, tourists outnumbered all other classes of entry. The largest number of tourists were from Japan, which also had the highest percentage of tourists among its visitors in 1994 (89 percent). In contrast, the percentage of tourists of total nonimmigrant admissions from China was 62 percent. Generally, more than 8 out of 10 nonimmigrants from the top 10 countries were tourists. This statistic represents a growing percentage of tourists among all nonimmigrant admissions, from 74 percent in 1988 to 78 percent in 1994.

TABLE 20.—Nonimmigrant Admissions by Major Classes of Admission: FYs1988-1994

	1988	1989	1990	1991	1992	1993	1994	Change 1988-1994	
								Number	%
<b>All Classes</b>	<b>14,591,735</b>	<b>16,144,576</b>	<b>17,574,055</b>	<b>18,920,045</b>	<b>20,910,880</b>	<b>21,566,404</b>	<b>22,118,706</b>	<b>7,526,971</b>	<b>51.6</b>
<b>Temporary visitors</b>	<b>13,196,729</b>	<b>14,667,303</b>	<b>16,079,666</b>	<b>17,234,400</b>	<b>19,229,066</b>	<b>19,879,443</b>	<b>20,318,933</b>	<b>7,122,204</b>	<b>54.0</b>
Business	2,375,565	2,552,719	2,661,338	2,616,335	2,788,069	2,961,092	3,164,099	788,534	33.2
Pleasure	10,821,164	12,114,584	13,418,328	14,618,065	16,440,997	16,918,351	17,154,834	6,333,670	58.5
Treaty traders/investors and families	125,555	139,949	147,536	155,049	152,385	144,644	141,030	15,475	12.3
Students and families	337,903	360,771	355,207	374,420	401,287	403,273	427,721	89,818	26.6
Temporary workers, trainees, and families <sup>1</sup>	133,097	165,327	174,161	203,417	217,073	221,676	260,065	126,968	95.4
Exchange visitors and families	202,926	217,458	214,644	233,430	231,292	239,405	259,171	56,245	27.7
Intracompany transferees and families	101,695	100,725	102,555	113,034	120,779	132,143	154,237	52,542	51.7
Other <sup>2</sup>	493,830	493,043	500,286	616,295	558,998	545,820	557,549	63,719	12.9

<sup>1</sup> Includes workers, spouses, and children under the U.S.-Canada Free-Trade Agreement, beginning January 1989 and ending December 1993, and the North American Free-Trade Agreement, beginning January 1994

<sup>2</sup> Approximately 60 percent of the "other" category is composed of transit aliens.

TABLE 21.—Nonimmigrant Admissions by Selected Class of Admission for Top 10 Countries of Citizenship: FYs1988-1994 (Numbers in Thousands)

Country of citizenship	1988		1989		1990		1991		1992		1993		1994	
	All Classes	Visitors for pleasure	All Classes	Visitors for pleasure	All Classes	Visitors for pleasure	All Classes	Visitors for pleasure	All Classes	Visitors for pleasure	All Classes	Visitors for pleasure	All Classes	Visitors for pleasure
<b>All countries</b>	<b>14,592</b>	<b>10,821</b>	<b>16,145</b>	<b>12,115</b>	<b>17,574</b>	<b>13,418</b>	<b>18,920</b>	<b>14,618</b>	<b>20,911</b>	<b>16,441</b>	<b>21,566</b>	<b>16,918</b>	<b>22,119</b>	<b>17,155</b>
Japan	2,703	2,243	2,986	2,477	3,359	2,845	3,422	2,927	3,963	3,480	3,632	3,185	3,974	3,524
United Kingdom	1,955	1,473	2,362	1,869	2,490	1,990	2,681	2,208	2,998	2,494	3,178	2,656	3,116	2,550
Germany <sup>1</sup>	1,175	938	1,136	896	1,214	981	1,437	1,211	1,713	1,477	1,894	1,651	1,709	1,445
Mexico	992	786	1,218	959	1,301	1,020	1,406	1,098	1,539	1,193	1,575	1,214	1,659	1,276
France	682	486	708	511	780	590	836	654	869	685	902	719	907	718
Brazil	290	224	333	261	377	286	490	371	489	366	552	432	622	492
China <sup>2</sup>	258	119	307	153	363	208	411	234	477	277	566	318	615	383
Italy	407	289	408	296	438	335	518	419	648	544	634	530	614	502
Korea	151	53	215	98	279	148	356	213	400	251	441	290	581	395
Netherlands	282	194	304	210	334	240	372	281	401	306	438	342	462	355
Other	5,697	4,018	6,172	4,388	6,646	4,780	6,991	5,002	7,414	5,368	8,701	6,390	7,024	5,515

<sup>1</sup> Before FY1991, includes East and West Germany

<sup>2</sup> Includes People's Republic of China and Taiwan

Note: Rankings for countries based on admissions for FY1994

Data on nonimmigrant admissions to the United States are based on their arrival as recorded by the collection of Form I-94, Arrival/Departure Record. These data represent each arrival event during the year rather than the actual number of individuals admitted. Nonimmigrants in several classes of admission, especially students and visitors for business, often make multiple entries to the United States in any given year. Additionally, the nonimmigrant data do not include counts of permanent resident aliens returning after short visits abroad, nor do the data include most of the millions of citizens of Canada and Mexico who cross the border for brief periods of time.

### Projected Nonimmigrant Flows: FYs1995-1999

During the 5-year period from 1995-1999, nonimmigrant admissions are expected to increase at approximately the same rates as during the previous several years—although at lower rates than observed between 1986-1988 (see Table 22). Because approximately 75 percent of nonimmigrant admissions are tourists, future changes in nonimmigrants admitted to the United States will be greatly influenced by factors that affect tourists. The Visa Waiver Pilot program was initiated during FY1988 to facilitate and encourage tourist and business travel to the United States from qualifying countries. This program has been expanded greatly throughout the 1988-1994 period. Continued expansion should result in growing numbers of entries in the tourist and business classes of nonimmigrant admission. Other types of nonimmigrant admissions also are expected to increase during the 1995-1998 period. The leading countries for nonimmigrants (Japan, the United Kingdom, Mexico, Germany, and France) are expected to continue to hold these positions in the future.

As already noted, although millions of nonimmigrants are admitted to the United States each fiscal year, they do not remain in the country. Nonimmigrants are admitted for a temporary period of time and are to depart at the end of that period. Each year, some nonimmigrants adjust to permanent resident status under various provisions of the INA. In recent years, approximately 20 percent of the immigrants admitted in any fiscal year originally entered the United States as nonimmigrants. However, the vast majority of nonimmigrants depart the United States as required under the terms of their visas.<sup>37</sup>

TABLE 22.—Projected Nonimmigrant Admissions by Selected Class of Admissions: FYs1995-1999

Class of Admission	1995	1996	1997	1998	1999
<b>Total</b>	<b>22,641,000</b>	<b>24,884,000</b>	<b>26,613,000</b>	<b>28,463,000</b>	<b>30,442,000</b>
<b>Temporary visitors</b>	<b>20,887,000</b>	<b>22,918,000</b>	<b>24,568,000</b>	<b>26,336,000</b>	<b>28,232,000</b>
Business	3,275,000	3,767,000	3,993,000	4,233,000	4,488,000
Pleasure	17,612,000	19,150,000	20,581,000	22,119,000	23,772,000
Treaty traders, investors, and families	132,000	138,000	140,000	142,000	143,000
Students and families	395,000	466,000	486,000	507,000	529,000
Temporary workers, trainees, and families	274,000	315,000	352,000	392,000	438,000
Exchange visitors and families	240,000	257,000	265,000	273,000	282,000
Intracompany transferees and families	174,000	213,000	234,000	257,000	283,000
Other <sup>1</sup>	538,000	577,000	592,000	607,000	622,000

Note: Projections were developed by INS.

<sup>1</sup> "Other" consists primarily of transit aliens.

<sup>37</sup> Nonimmigrant rates of overstay will be discussed in a following chapter on illegal immigration.

# Emigration

The collection of statistics on emigration from the United States was discontinued in 1957; no direct measure of emigration has been available since then. Estimates compiled in this country and statistics collected in other countries indicate that emigration from the United States has increased steadily since the 1950s, exceeding 100,000 per year since 1970. These figures are consistent with U.S. historical experience; between 1900 and 1990, approximately 38 million immigrants were admitted and an estimated 12 million foreign-born persons emigrated.<sup>38</sup> That is, for every 100 immigrants admitted, approximately 30 returned home, as shown in Table 23.

TABLE 23.—Immigration and Emigration by Decade: 1901-1990

Period	Immigrants to the U.S. (Thousands)	Emigrants from the U.S. (Thousands)	Net Immigration (Thousands)	Ratio: Emigration/ Immigration
<b>Total, 1901-90</b>	<b>37,869</b>	<b>11,882</b>	<b>25,987</b>	<b>0.31</b>
1901-10	8,795	3,008	5,787	0.34
1911-20	5,736	2,157	3,579	0.38
1921-30	4,107	1,685	2,422	0.41
1931-40	528	649	-121	1.23
1941-50	1,035	281	754	0.27
1951-60	2,515	425	2,090	0.17
1961-70	3,322	900	2,422	0.27
1971-80	4,493	1,176	3,317	0.26
1981-90	7,338	1,600	5,738	0.22

Source: 1992 *Statistical Yearbook*, Table 1; Warren, Robert and Ellen Percy Kraly, 1985, *The Elusive Exodus: Emigration From the United States*, Population Trends and Public Policy Occasional Paper No. 8, March, Population Reference Bureau; Washington, DC

During the time period of this report, the U.S. Bureau of the Census used an annual emigration figure of 222,000, which includes both citizens and aliens, for computing national population estimates.<sup>39</sup> Statistics on U.S. residents migrating to other countries published by the United Nations and the Economic Commission for Europe indicate that emigration from the United States could be substantially above 200,000 annually.

Accurate, detailed, and timely estimates of emigration are needed to develop and evaluate U.S. immigration policy, to derive accurate national and local population estimates (including estimates of illegal immigration), and to measure coverage of the decennial censuses. The sketchy data that are available indicate that emigration is a large and growing component of U.S. population change. However, partly because of inherent methodological difficulties, data on emigration from the United States are not being collected.

<sup>38</sup> These estimates were updated during and after FY1995, and they became available just before this year's Statistical Yearbook went into print.

<sup>39</sup> *U.S. Population Estimates by Age, Sex, Race, and Hispanic Origin: 1990 to 1996*; U.S. Bureau of the Census, March, 1997.

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# Illegal Migration

## Background

In 1994, the INS released detailed estimates of the undocumented immigrant population residing in the United States as of October 1992.<sup>40</sup> Those estimates were useful for a variety of purposes, including planning and policy development at the national and State level, evaluating the effects of proposed legislation, and assessing the fiscal impacts of undocumented immigration.

Over the past 2 years, the INS has revised those estimates and updated them to October 1996. The estimates presented here incorporate new data on the foreign-born population collected by the Census Bureau, improvements in the methodology recommended by the Government Accounting Office (GAO), suggestions provided by outside reviewers, and further analyses of the INS' data sources and estimation procedures. Revised and updated estimates of the undocumented population have been computed for each State of residence and for nearly 100 countries of origin.

## Methodology

The estimates were constructed by combining detailed statistics, by year of entry, for each component of change that contributes to the undocumented immigrant population residing in the United States. For most countries of the world, the typical way of entering the undocumented population in the United States is to arrive as a nonimmigrant and stay beyond the specified period of admission. This segment of the population, referred to here as "nonimmigrant overstays," constitutes approximately 40 percent of the undocumented immigrant population residing in the United States. The rest of the population, more widely publicized, enter surreptitiously across land borders, usually between official POEs. This part of the population, often referred to as "entered without inspection" (EWIs), includes persons from nearly every country, but a large majority of them are from Mexico; most of the rest are natives of Central American countries.

### Primary Sets of Data

The figures presented here were constructed from five primary sets of data. Each following data set was compiled separately for 99 countries and each continent of origin.

- Entered before 1982—Estimates (as of October 1988) of the undocumented immigrant population who established residence in the United States before 1982 and did not legalize under IRCA. The assumption used to estimate this part of the population is based on estimates developed by the Census Bureau using data from the June 1988 Current Population Study (CPS).
- Net overstays—Estimates for 1982-1996 of the net number of nonimmigrant overstays, for 99 countries of origin, derived from INS databases. Estimates were derived by using the following methods:
  - Matching INS I-94 arrival/departure records.
  - Adjusting for the incomplete collection of departure forms.
  - Subtracting the number of nonimmigrant overstays who subsequently either departed or adjusted to legal resident status.

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<sup>40</sup> Warren, Robert, 1994, *Estimates of the Unauthorized Immigrant Population Residing in the United States, by Country of Origin and State of Residence: October 1992*, Unpublished paper, U.S. Immigration and Naturalization Service



- Net EWIs—Estimates of the number from each country who EWI and established residence here between 1982 and 1996. A very large majority of all EWIs are from Mexico. Average annual estimates of Mexican EWIs were derived by using the following methods:
  - Adjusting the CPS count of the Mexican-born population for underenumeration.
  - Subtracting the estimated legally resident population counted in the CPS.
  - Subtracting the estimated number of net overstays.
- Mortality—Estimates of the annual number of deaths to the resident undocumented immigrant population. The estimates were derived using an annual crude death rate of 3.9 per 1,000, which was computed using a modified age distribution of IRCA applicants and age-specific death rates of the foreign-born population.
- Emigration—Estimates of the number of undocumented immigrants who resided here at the beginning of a period (either October 1988 or October 1992), and who emigrated from the United States in the following 4-year period. Estimates of emigration are based on statistics published by the Census Bureau in Technical Paper No. 9.

### Construction of the Estimates

Estimates of the undocumented immigrant population were derived for October 1988, October 1992, and October 1996 for 99 individual countries and for each continent of origin. The calculations were carried out separately for overstays and EWIs.

### Estimates by State of Residence

In the earlier estimates for October 1992, the State distribution of the undocumented population was based on the U.S. residence pattern of each country's applicants for legalization under IRCA; the results were totaled to obtain State totals. This equation assumed that, for each country of origin, undocumented immigrants who resided in the United States in October 1992 had the same U.S. residence pattern as IRCA applicants from that country. The revised and updated estimates presented here incorporate the same assumption for the October 1988 undocumented population. However, it was necessary to develop new methods of deriving State estimates for October 1992 and 1996 that would reflect more recent patterns of geographic settlement.

As noted, the estimates of the undocumented population were constructed separately for overstays and EWIs. This separation permitted the distribution of the overstay and EWI populations to States using data most appropriate for the type of population. For overstays, the cohorts that arrived in the 1988-1992 and 1992-1996 periods were distributed to State of residence based on annual estimates of overstays by State of destination for 1986-1989. For EWIs who entered during these periods, the totals were distributed to State of residence using INS statistics for the early 1990's on the destination of the beneficiaries of aliens who legalized under IRCA.

### Limitations

Estimating the size of a hidden population is inherently difficult. Overall, the figures presented here generally reflect the size, origin, and geographic distribution of the undocumented immigrant population residing in the United States during the mid-1990's. The estimates probably reduce the range of error for the total population to a few hundred thousand rather than a few million, which was the error range during the late 1970's and into the 1980's. The estimates for most countries should be fairly precise because they were constructed primarily from data on nonimmigrant arrivals, departures, and adjustments of status that have relatively small margins of error.

Although the estimates are based on the most reliable information available, they clearly have limitations. For example, the estimates make no allowance for students or other long-term nonimmigrants, and the estimates for some countries could be underestimated because of special circumstances (for example, Dominicans entering illegally via Puerto Rico, ships arriving undetected from China, etc.).

The figures for some countries overstate the actual undocumented population. In general, the net nonimmigrant overstay figures are more likely to be overestimates than underestimates because the collection of departure forms for long-term overstays who depart probably is less complete than for those who depart within the first year.

The estimates include a large number of persons who have not been admitted for lawful permanent residence, but are permitted to remain in the United States pending the determination of their status or until conditions improve in their country of origin. This category includes many of the undocumented immigrants from El Salvador, aliens from other countries in a status referred to as “deferred enforced departure,” and IRCA applicants whose cases have not been finally resolved.

In a few cases, the estimates appear to be too high, but there is no basis for making downward adjustments. For example, the estimates for the Bahamas appear to be much too large because they imply that a relatively large proportion of the population is residing illegally in the United States, whereas large-scale undocumented immigration from the Bahamas has not been observed previously. In addition, undocumented immigration from Dominica is considerably higher than would be expected based on the number of IRCA applicants from Dominica. This overstatement could have occurred because of processing problems with I-94 arrival/departure documents, with the result that overstays from Dominica are overestimated and those from the Dominican Republic underestimated.

The number of EWIs is the most difficult component to estimate with precision, and errors in this component have the largest effect on the estimated undocumented population from Mexico. In particular, the shortage of information about two components (emigration of legally resident immigrants and the undercount in the CPS) makes it difficult to derive acceptable residual estimates of the number of undocumented immigrants counted in the CPS.

The estimates presented here are based on the most extensive array of figures ever compiled for the purpose; nevertheless, they should be used with caution because of the inherent limitations in the data available for estimating the undocumented immigrant population. This uncertainty was addressed by using alternative assumptions to produce “high” and “low” population estimates for October 1996. In the following discussion of the estimates, the midrange population figures are used for simplicity of presentation.

## Results

### National Estimates

The total number of undocumented immigrants residing in the United States in October 1996 is estimated to be 5 million (see Table 24), with a range of about 4.6 to 5.4 million, depending upon the assumptions used. The estimate for October 1996 is about 1.1 million higher than the revised estimate of 3.9 million for October 1992; this estimate implies that the population grew by approximately 275,000 annually during the 1992-1996 period, about the same as the annual growth of 281,000 estimated for the previous period. The original INS estimates for October 1992 and October 1988, released in 1994, showed average annual growth of 300,000.

The undocumented population grows at varying levels from year to year, but the data available to make these estimates do not permit the derivation of annual figures to measure year-to-year changes. However, the similar levels of growth for the 1988-1992 and 1992-1996 periods, 281,000 and 275,000, respectively, suggest that the overall level of growth has been fairly constant over the past decade. These data also indicate that the rate of growth of the undocumented resident population has declined since 1988.

TABLE 24.—Estimated Illegal Immigrant Population for Top 20 Countries of Origin and Top 20 States of Residence:  
October 1996

Rank	Country of Origin	Population	Rank	State of Residence	Population
	All Countries	5,000,000		All States	5,000,000
1.	Mexico	2,700,000	1.	California	2,000,000
2.	El Salvador	335,000	2.	Texas	700,000
3.	Guatemala	165,000	3.	New York	540,000
4.	Canada	120,000	4.	Florida	350,000
5.	Haiti	105,000	5.	Illinois	290,000
6.	Philippines	95,000	6.	New Jersey	135,000
7.	Honduras	90,000	7.	Arizona	115,000
8.	Dominican Republic	75,000	8.	Massachusetts	85,000
9.	Poland	70,000	9.	Virginia	55,000
10.	Nicaragua	70,000	10.	Washington	52,000
11.	Bahamas	70,000	11.	Colorado	45,000
12.	Colombia	65,000	12.	Maryland	44,000
13.	Ecuador	55,000	13.	Michigan	37,000
14.	Trinidad & Tobago	50,000	14.	Pennsylvania	37,000
15.	Jamaica	50,000	15.	New Mexico	37,000
16.	Pakistan	41,000	16.	Oregon	33,000
17.	India	33,000	17.	Georgia	32,000
18.	Ireland	30,000	18.	District of Columbia	30,000
19.	Peru	30,000	19.	Connecticut	29,000
20.	Korea	30,000	20.	Nevada	24,000
	Other	721,000		Other	330,000

Source: *Statistical Yearbook of the Immigration and Naturalization Service, 1996*, U.S. Immigration and Naturalization Service, Washington, D.C., 1997, p.198.

### State of Residence

The estimates for States reflect the well established pattern of geographic concentration of undocumented immigrants in the United States. As expected, California was the leading State of residence, with 2 million (40 percent) of the total number of undocumented residents in October 1996. Seven States—California (2 million), Texas (700,000), New York (540,000), Florida (350,000), Illinois (290,000), New Jersey (135,000), and Arizona (115,000)—accounted for 83 percent of the population in October 1996, as shown in Table 23.

The estimated undocumented population of California has grown by an average of about 100,000 annually since the end of the IRCA legalization program in 1988. More than 83 percent of total growth of the undocumented population since 1988 has occurred in the top seven States. With the exception of Massachusetts (6,000), none of the remaining 43 States grew by more than 3,000 undocumented residents annually. In 27 States, the undocumented population grew by an average of 1,000 or less each year.

### Country of Origin

Mexico is the leading source country of undocumented immigration to the United States. In October 1996 an estimated 2.7 million undocumented immigrants from Mexico had established residence here, as shown in Table 23. Mexican undocumented immigrants constituted about 54 percent of the total undocumented population. The estimated population from Mexico increased by just over 150,000 annually in both the 1988-1992 and 1992-1996 periods.

The estimated number of Mexican undocumented immigrants who arrived between 1990 and 1996 is based on a comparison of INS administrative data with data on country of birth and year of immigration collected by the Census Bureau in the March 1994, 1995, and 1996 CPSs.<sup>41</sup> Demographic analysis by INS of the CPS data indicates that approximately 230,000 undocumented Mexican immigrants established residence annually between 1990 and 1996. This amount is the net annual addition of undocumented Mexicans who arrived during the period. Note that it does not reflect the average annual growth of the Mexican undocumented population. To compute average annual growth, it is necessary to subtract the number of undocumented Mexicans who lived here in January 1990 and who emigrated, died, or adjusted to legal permanent resident status during the 1990-1996 period. This last step produces the estimate cited above of just over 150,000 annual growth of the Mexican undocumented population since 1988.

In October 1996, 15 countries were each the source of 50,000 or more undocumented immigrants, shown in Table 23. The top five countries are geographically close to the United States—Mexico, El Salvador, Guatemala, Canada, and Haiti. Of the top 15 countries, only the Philippines and Poland are outside the Western Hemisphere. The estimated undocumented population from Poland has declined by more than 25 percent (from 95,000 to 70,000) since 1988, possibly reflecting changed conditions in that country over the last several years.

Although undocumented immigrants come to the United States from all countries of the world, relatively few countries add substantially to the population. The annual growth of the undocumented population can be grouped into four disparate categories: 1) Mexico, with more than half of the annual growth, adds just over 150,000 undocumented residents each year; 2) 6 countries—El Salvador, Guatemala, Canada, Haiti, Honduras, and the Bahamas—each add between 6,000 and 12,000 annually; 3) 13 countries each add about 2,000 to 4,000 annually; and 4) the remaining approximately 200 other countries add a total of about 30,000 undocumented residents each year (see Table 23). A large majority of the additions each year, more than 80 percent, are from countries in the Western Hemisphere.

## Summary

Approximately 5 million undocumented immigrants were residing in the United States in October 1996, with a range of about 4.6 to 5.4 million. The population was estimated to be growing by about 275,000 each year, which is about 25,000 lower than the annual level of growth estimated by the INS in 1994.<sup>42</sup>

California is the leading State of residence with 2 million, or 40 percent, of the undocumented population. The 7 States with the largest estimated numbers of undocumented immigrants—California (2 million), Texas (700,000), New York (540,000), Florida (350,000), Illinois (290,000), New Jersey (135,000), and Arizona (115,000)—accounted for 83 percent of the total population in October 1996.

The 5 million undocumented immigrants made up about 1.9 percent of the total U.S. population, with the highest percentages in California, the District of Columbia, and Texas. In the majority of States, undocumented residents comprise less than 1 percent of the population.

Mexico is the leading country of origin with 2.7 million, or 54 percent, of the population. The Mexican undocumented population has grown at an average annual level of just over 150,000 since 1988. The 15 countries with 50,000 or more undocumented immigrants in 1996 accounted for 82 percent of the total population. The large majority, over 80 percent, of all undocumented immigrants are from countries in the Western Hemisphere.

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<sup>41</sup> The Census Bureau does not collect information on immigration status in the CPS or in the census.

<sup>42</sup> Compare the Census Bureau estimate (p.79) of 225,000 per year. The two sets of estimates are prepared using different approaches and pertain to slightly different time periods.

About 2.1 million, or 41 percent, of the total undocumented population in 1996 are nonimmigrant overstays. That is, they entered legally on a temporary basis and failed to depart. The proportion of the undocumented population who are overstays varies considerably by country of origin. About 16 percent of the Mexican undocumented population are nonimmigrant overstays, compared with 26 percent of those from Central America, and 91 percent from all other countries.

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## Appendix A:

### Immediate Relative Projections

Nearly 2.7 million aliens gained permanent resident status under the legalization provisions of IRCA. Most of them were officially admitted as immigrants in FYs1989-1991, and as new immigrants, they became eligible to file immigrant petitions for their spouses and unmarried children under the family second-preference category. Many did petition for their relatives, and DOS estimates that approximately 80 percent of the family second-preference backlog as of January 1995 (about 900,000 persons) were spouses and children of legalized aliens.

Almost all the legalized aliens have become eligible to naturalize during the past 3 years. If the sponsor of a person on the second-preference waiting list naturalizes, then the spouse or minor child is automatically converted to an immediate relative of a U.S. citizen, and they may enter without limitation. More than half of the projected increases in immediate relative admissions during the FY1995-1999 period are based on this conversion process. The four assumptions used to determine the number of immediate relatives that would be admitted each year are listed below. Much information on the legalized aliens' family size and their characteristics is derived from a series of reports that surveyed Section 245A legalized aliens. The first survey was conducted in 1989 and was sponsored by the INS.<sup>43</sup> The second survey was conducted in 1992 and was sponsored by the U.S. Department of Labor.<sup>44</sup> Most of the estimates are based on tabulations published in a report by Karen Woodrow-Lafield using the 1992 survey results.<sup>45</sup>

1. The estimated naturalization rate 15 years after immigration will be 45 percent for legalized aliens admitted under Section 245A of the INA and 30 percent for legalized aliens admitted under Section 210 (SAWs) of the INA.

Section 245A allowed illegal aliens who had resided in the United States for a minimum of 5 years prior to 1986 to apply for immigrant status. Section 210 allowed aliens who had performed qualifying agricultural work prior to 1986 to gain immigrant status.

Nearly 70 percent of Section 245A aliens and more than 81 percent of Section 210 aliens were Mexican. Historically, Asians and Africans have had the highest rates of naturalization, while Mexicans have had lower rates. As of 1995, for example, 22 percent of the Mexicans who immigrated in 1977 had naturalized, compared with the 48 percent of the immigrants from all other countries who had naturalized.<sup>46</sup> The naturalization rate for immigrants from all countries was 46 percent as of 1995.

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<sup>43</sup> *Immigration Reform and Control Act: Report on the Legalized Alien Population*, U.S. Immigration and Naturalization Service, March 1992.

<sup>44</sup> *Characteristics and Labor Market Behavior of the Legalized Population Five Years Following Legalization*, U.S. Department of Labor, Bureau of International Labor Affairs, May 1996.

<sup>45</sup> *Potential Sponsorship by IRCA-Legalized Immigrants*, Karen A. Woodrow-Lafield, U.S. Commission on Immigration Reform, Summer 1994.

<sup>46</sup> *Statistical Yearbook of the Immigration and Naturalization Service, 1995*, U.S. Immigration and Naturalization Service, Washington, DC, forthcoming, page 160.

The projected naturalization rate is closer to the historical level of all U.S. immigrants than the level of Mexican immigrants. It was assumed that 45 percent of any group of Section 245A legalized aliens that becomes eligible in any given year will naturalize during a 10-year period. This higher rate was used as the basis for the projections for several reasons. First, most legalized aliens have already passed their English and civics requirements for naturalization as a condition for permanent residence. As a group of long-term residents, they are also less likely than newly arrived immigrants to leave the United States before they become citizens (half of Section 245A immigrants entered the United States before 1979). Naturalization rates, even among long-resident populations, have also increased recently because of widespread discussions of changes in public policy, such as welfare reform and eligibility of legal immigrants for certain programs. Finally, the INS is reengineering the naturalization process to keep pace with this increased demand and, while maintaining the appropriate standards, will accelerate the rate at which immigrants become U.S. citizens.

The naturalization rate for SAWs was assumed to be two-thirds of the Section 245A immigrants rate, or 30 percent. SAWs were not long-term U.S. residents when they gained permanent resident status and because they were primarily male migrant workers, some may have returned home. Additionally, SAWs did not have to pass an English or civics test to gain permanent resident status.

Although the assumed naturalization rates are higher than historical rates for Mexicans, they are less than the stated intentions of the Section 245A applicants. When 4,012 Section 245A immigrants were asked in the 1992 survey of legalized aliens whether they intended to naturalize, nearly half responded “definitely yes,” and about a quarter responded “probably yes.”<sup>47</sup>

2. Nearly half of those who will eventually naturalize will do so in their first 2 years of eligibility.

The naturalization patterns of the 1977 and 1982 legal immigrant cohorts were used to estimate when the IRCA legalized aliens would naturalize during the 10-year period following their 5 years of residence as an immigrant. The projected annual naturalization rates by year are shown in Chart 1. About 12 percent of 245A immigrants, for example, are projected to naturalize in their sixth year of residence, but only 3 percent will naturalize in their 10th year of residence.

A lag of 18 months was added between the date of eligibility for naturalization and the date the immediate relative would be admitted to allow for processing of the naturalization and immigration applications. The first year of eligibility for naturalization for most Section 245A legalized aliens was 1995; therefore, their relatives are estimated to first arrive late in 1996. The first immediate relatives of SAWs were expected to enter 1 year later in 1997 because most of the SAWs became eligible for naturalization in December 1995.

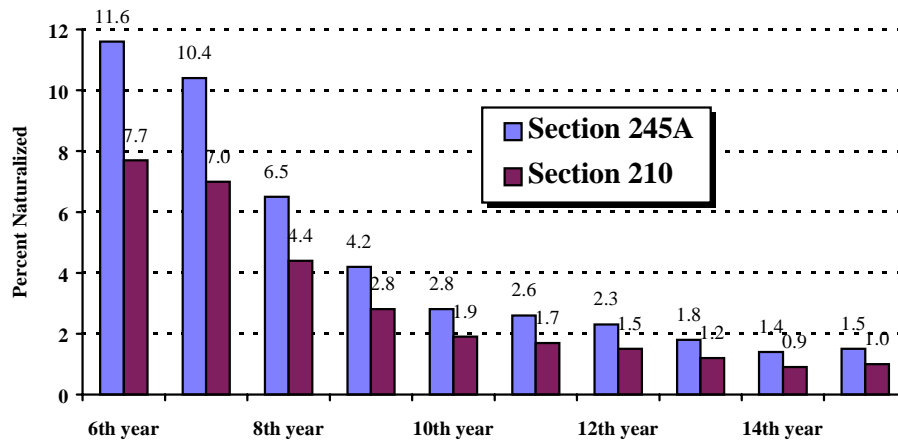
3. The number of spouses, minor children, and parents admitted for each naturalized legalized alien is shown as follows:

	Total	Spouses	Minor Children	Parents
Section 245A	.37	.11	.16	.11
Section 210 (SAWs)	.96	.35	.50	.11

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<sup>47</sup> *Characteristics and Labor Market Behavior of the Legalized Population Five Years Following Legalization*, U.S. Department of Labor, Bureau of International Labor Affairs, May 1996, page xvii.

CHART 1.—Projected Naturalization Pattern by Years Since Gaining Permanent Resident Status



The number of relatives who are likely to enter the United States was based on data gathered in the 1992 survey of Section 245A immigrants. The survey asked legalized aliens how many relatives they had living with them, what was their relationship, how many were living outside of the United States, and how many of those living outside the United States were intending to immigrate. Unfortunately, no information of this nature is available for SAW immigrants.

Information on other characteristics of the Section 245A and SAW applicants are available from their application records filed in 1987 and 1988. These two groups had similar marriage rates at the time of their application—41 percent of 245A applicants were married compared with 42 percent of SAW applicants. The Section 245A applicants were about 2 years older than SAW applicants, 29 and 27 years, respectively. The major difference between the two groups was that 57 percent of 245A applicants were male compared with 82 percent of SAWs. Given their similar marriage rates, and in the absence of any data on the number of relatives of SAW immigrants, it was assumed that the Section 245A and SAW immigrants had the same number of spouses, children, and parents per person.

The number of relatives who will be sponsored per SAW immigrant is about 2.5 times higher than for Section 245A immigrants because the Section 245A applicants were assumed to more likely have spouses or children who were legalized on their own or who were U.S. citizens by birth. Nearly half of the Section 245A aliens interviewed in the 1989 survey of legalized aliens were living with a spouse or an unmarried partner. Of those spouses or partners, 45 percent legalized on their own and 22 percent were U.S. citizens. In 1992, only about 10 percent of Section 245A aliens' spouses were living outside the United States. The 245A aliens had an average of 1.25 children living in their households in 1989. Of this total, 18 percent had legalized on their own and 63 percent were U.S. citizens. More than 22 percent of their children were living outside the United States in 1992.

Because of the seasonal nature of agricultural work, most of the spouses and children of SAWs were assumed to be living outside the United States. It was assumed that 35 percent of the SAWs who naturalize will bring in a spouse and that 50 percent will sponsor a minor child, both about 3 times the rate for Section 245A immigrants. Despite a marriage rate of 41 percent in 1989, and the likelihood that some have married in the subsequent years, only 35 percent of SAWs who naturalize are projected to bring in their spouses. The reason for choosing a figure lower than the marriage rate is that some spouses could have been legalized aliens on their own or were already U.S. citizens, although the exact number is unknown.



More than 90 percent of the parents of legalized aliens were living outside the United States in 1992. It was assumed that only two out of three parents who intended to enter would eventually immigrate because of the likelihood that persons would overstate their intention to sponsor parents.

4. The number of spouses and children of U.S. citizens (other than naturalized legalized aliens) was assumed to increase by 4 percent a year.

The number of immigrants admitted as spouses and children of U.S. citizens has generally increased each year. In addition to the expected increase because of relatives of legalized aliens, spouses and children of U.S. citizens were assumed to increase by 4 percent a year, the average percent increase from FYs 1970-1994. Although parents of U.S. citizens have also increased since 1970, recently the number of parents admitted has leveled off and was not projected to increase.

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## Immigration and Population Change in the United States

### Abstract

Between 1980 and 1990, the number of foreign-born persons residing in the United States grew by more than 40 percent. From 1990-1995, the foreign-born population increased by another 4 million persons. These new arrivals have an uneven impact on State population trends. About three-fourths of them settled in just six States during the 1980's and the first half of the 1990's. During the next 5 years, the net contribution to population growth by migration from abroad will be approximately 4.1 million persons.

U.S. Bureau of the Census  
Population Division  
Washington, DC 20233

## Introduction

Immigration continues to be a key element in the evolution of the population of the United States. Different analytical methods and data sources provide varying images, but all evidence to date indicates that the size, composition, and distribution of both the nation's and the States' population have been vitally affected by the dual processes of international and internal migration. Changes in the determinants and consequences of these processes will involve many factors, including policy decisions; however, current patterns are likely to persist for the remainder of the 20th century.<sup>1</sup>

## Censuses of 1980 and 1990: Counts of the Foreign-Born Population

The 1990 census count of 19.8 million foreign-born persons was an increase of 40.4 percent in the foreign-born population since 1980. Almost 8.7 million, or 43.8 percent, of the foreign-born population enumerated in 1990, indicated they had entered the United States between 1980 and 1990. The emigration of some foreign-born persons, and high mortality of the older foreign-born population left a residual change between 1980 and 1990 of 5.7 million persons, shown in Table 1.

State foreign-born populations changed in many different ways between 1980 and 1990. All States received some new immigrants, but 17 States recorded net losses in the foreign-born population.<sup>2</sup> Because of lower foreign-born mortality and higher levels of immigration, California experienced about half (50.6 percent, or 2.9 million) of the increase in the foreign-born population. Of the foreign-born persons who entered the United States between 1980 and 1990 and remained until April 1990, 37.6 percent (3.3 million) were counted in California. Nevada experienced the highest positive change rate, increasing its foreign-born population by 94.9 percent during the decade. Georgia placed second in foreign-born population growth at 89.3 percent, and California third at 80.4 percent. Relatively higher levels of mortality led to a foreign-born population loss in North Dakota (-36.6 percent), West Virginia (-28.5 percent), and Montana (-24.8 percent).

Three-fourths of the newly arrived foreign-born population lived in 1 of 6 States: California (3.3 million), Florida (660,000), Illinois (371,000), New Jersey (385,000), New York (1.2 million), and Texas (718,000). Five other States housed another 9 percent of the recent arrivals: Maryland (148,000), Massachusetts (223,000), Pennsylvania (116,000), Virginia (159,000), and Washington (129,000). More than 4 of every 5 foreign-born persons, or about 85 percent of the foreign-born population, who said they entered the country between 1980 and 1990, resided in 1 of these 11 States.

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<sup>1</sup>. Statistics for this report were derived from: 1) 1980 Census of Population; 2) 1990 Census of Population; 3) Estimates of the resident population of States, July 1, 1990, to July 1, 1995; 4) Projections of the resident population of States for 1995 to 2020. Full citations are listed at the end of the text. For more information about obtaining these sources, contact the U.S. Bureau of the Census Population Statistical Information Staff on (202) 457-2422 or e-mail pop@census.gov. Note that the Census Bureau data include foreign-born persons in other than legal permanent resident status, such as executives of multinational corporations, refugees, students, and undocumented aliens.

<sup>2</sup>. The 17 States were: Indiana, Iowa, Kentucky, Maine, Michigan, Mississippi, Missouri, Montana, Nebraska, North Dakota, Ohio, Pennsylvania, South Dakota, Vermont, West Virginia, Wisconsin, and Wyoming.

## Population Estimates and Projections

### Population Estimates: Immigration Between 1990 and 1995

A net total of 4 million immigrants entered and remained in the United States between 1990 and 1995. About 1.6 million came between 1990 and 1992, and another 2.3 million migrated between 1993 and 1995. See Tables 2 and 3.

### Population Estimates: Immigration and the States

A degree of complexity is added when subnational population change is examined because States exchange migrants with each other.<sup>3</sup> There are two kinds of migration, domestic and international (from abroad).<sup>4</sup> Between 1990 and 1995, every State experienced a positive net flow of international migrants. However, the pattern across individual States is not uniform. California, Florida, Illinois, New Jersey, New York, and Texas received the largest share of immigrants. Between 1990 and 1995, a little more than 75 percent of the migrants from abroad settled in these six States. (Compare the INS data on legal immigrants. pp.17-21.)

Table 4 indicates that between census day in 1990 and July 1, 1995, four of the six States gaining the largest shares of foreign migrants also sustained notable losses of domestic migrants. For example, although California gained a net 1.4 million international migrants, it lost almost 1.6 million domestic migrants. Without migration from abroad, and other factors being equal, between 1992 and 1995 California would have experienced a net loss in population because its natural increase of approximately 1.1 million (the excess of births over deaths) did not offset its 1.2 million domestic migration loss.

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<sup>3</sup> For a discussion of the methodology used to allocate international migration flow to States and internal migration flows between States, see the U.S. Bureau of the Census, *Population Estimates and Projections Technical Working Paper Series* (1992).

<sup>4</sup> Note that all domestic migration sums to zero at the national level.

TABLE 1.—Resident Population Census Counts and Population Change, April 1, 1980, and April 1, 1990  
(Thousands)

State	1980 Census of Population			1990 Census of Population			Population Change 1980 to 1990				Foreign Born Who Entered the U.S. 1980-1990 <sup>1</sup>	
	Total Pop.	Foreign Born		Total Pop.	Foreign Born		Total Population		Foreign Born		Number	%
		Number	%		Number	%	Number	%	Number	%		
<b>United States</b>	<b>226,546</b>	<b>14,080</b>	<b>6.2</b>	<b>248,718</b>	<b>19,767</b>	<b>7.9</b>	<b>22,173</b>	<b>9.8</b>	<b>5,687</b>	<b>40.4</b>	<b>8,664</b>	<b>43.8</b>
Alabama	3,894	39	1.0	4,040	44	1.1	147	3.8	5	11.6	18	40.6
Alaska	402	16	4.0	550	25	4.5	148	36.9	9	53.0	11	43.6
Arizona	2,718	163	6.0	3,665	278	7.6	947	34.8	115	70.9	117	42.2
Arkansas	2,286	22	1.0	2,351	25	1.1	64	2.8	2	11.2	10	42.0
California	23,668	3,580	15.1	29,758	6,459	21.7	6,090	25.7	2,879	80.4	3,256	50.4
Colorado	2,890	114	3.9	3,294	142	4.3	405	14.0	28	24.8	57	40.0
Connecticut	3,108	268	8.6	3,287	279	8.5	180	5.8	12	4.3	90	32.0
Delaware	594	19	3.2	666	22	3.3	72	12.1	3	18.3	7	33.1
Dist. of Columbia	638	41	6.4	607	59	9.7	(31)	-4.9	18	45.2	34	57.6
Florida	9,746	1,059	10.9	12,938	1,663	12.9	3,192	32.7	604	57.0	660	39.7
Georgia	5,463	91	1.7	6,478	173	2.7	1,015	18.6	82	89.3	90	52.0
Hawaii	965	137	14.2	1,108	163	14.7	144	14.9	26	18.7	67	41.0
Idaho	944	23	2.5	1,007	29	2.9	63	6.7	6	23.5	13	45.1
Illinois	11,427	824	7.2	11,431	952	8.3	4	0.0	129	15.6	371	39.0
Indiana	5,490	102	1.9	5,544	94	1.7	54	1.0	(8)	-7.4	31	32.4
Iowa	2,914	48	1.6	2,777	43	1.6	(137)	-4.7	(4)	-9.1	19	44.5
Kansas	2,364	48	2.0	2,478	63	2.5	114	4.8	15	31.2	31	49.2
Kentucky	3,661	35	0.9	3,687	34	0.9	26	0.7	0	-1.3	14	40.4
Louisiana	4,206	86	2.0	4,220	87	2.1	14	0.3	2	2.2	35	39.8
Maine	1,125	43	3.9	1,228	36	3.0	103	9.2	(7)	-16.4	7	19.5
Maryland	4,217	196	4.6	4,781	313	6.6	564	13.4	118	60.3	148	47.2
Massachusetts	5,737	501	8.7	6,016	574	9.5	279	4.9	73	14.5	223	38.9
Michigan	9,262	417	4.5	9,295	355	3.8	33	0.4	(62)	-14.8	94	26.3
Minnesota	4,076	107	2.6	4,376	113	2.6	300	7.4	6	5.2	51	45.6
Mississippi	2,521	24	0.9	2,575	20	0.8	55	2.2	(3)	-13.4	8	40.3
Missouri	4,917	86	1.7	5,117	84	1.6	200	4.1	(2)	-2.3	30	35.4
Montana	787	18	2.3	799	14	1.7	12	1.6	(5)	-24.8	3	24.1
Nebraska	1,570	31	2.0	1,578	28	1.8	9	0.5	(3)	-9.0	10	37.2
Nevada	800	54	6.7	1,202	105	8.7	401	50.1	51	94.9	48	45.5
New Hampshire	921	41	4.4	1,109	41	3.7	189	20.5	0	0.6	10	24.7
New Jersey	7,365	758	10.3	7,730	967	12.5	365	5.0	209	27.6	385	39.8
New Mexico	1,303	52	4.0	1,515	81	5.3	212	16.3	28	53.6	31	38.6
New York	17,558	2,389	13.6	17,991	2,852	15.9	433	2.5	463	19.4	1,190	41.7
North Carolina	5,882	78	1.3	6,632	115	1.7	751	12.8	37	46.9	52	45.3
North Dakota	653	15	2.3	639	9	1.5	(14)	-2.1	(5)	-36.6	3	31.1
Ohio	10,798	302	2.8	10,847	260	2.4	49	0.5	(43)	-14.1	71	27.2
Oklahoma	3,025	56	1.9	3,146	65	2.1	120	4.0	9	16.3	30	45.5
Oregon	2,633	108	4.1	2,842	139	4.9	209	7.9	32	29.2	61	43.7
Pennsylvania	11,864	401	3.4	11,883	369	3.1	19	0.2	(32)	-7.9	116	31.5
Rhode Island	947	84	8.9	1,003	95	9.5	56	5.9	11	13.2	35	36.9
South Carolina	3,122	46	1.5	3,486	50	1.4	364	11.7	4	8.4	18	36.3
South Dakota	691	10	1.4	696	8	1.1	5	0.8	(2)	-19.5	2	32.2

TABLE 1.—Resident Population Census Counts and Population Change, April 1, 1980, and April 1, 1990 (Thousands) (continued)

State	1980 Census of Population			1990 Census of Population			Population Change 1980 to 1990				Foreign Born Who Entered the U.S. 1980-1990 <sup>1</sup>	
	Total Pop.	Foreign Born		Total Pop.	Foreign Born		Total Population		Foreign Born		Number	%
		Number	%		Number	%	Number	%	Number	%		
Tennessee	4,591	48	1.1	4,877	59	1.2	286	6.2	11	22.2	26	43.4
Texas	14,229	856	6.0	16,986	1,524	9.0	2,757	19.4	668	78.0	718	47.1
Utah	1,461	50	3.5	1,723	59	3.4	262	17.9	8	16.2	26	44.2
Vermont	511	21	4.1	563	18	3.1	51	10.0	(3)	-16.4	3	19.3
Virginia	5,347	177	3.3	6,189	312	5.0	842	15.8	134	75.8	159	50.8
Washington	4,132	239	5.8	4,867	322	6.6	735	17.8	83	34.8	129	39.9
West Virginia	1,950	22	1.1	1,793	16	0.9	(156)	-8.0	(6)	-28.5	4	27.2
Wisconsin	4,706	125	2.7	4,892	122	2.5	186	4.0	(4)	-3.0	41	33.7
Wyoming	470	10	2.0	454	8	1.7	(16)	-3.4	(2)	-20.4	2	31.7

<sup>1</sup>Data in this column provide a snapshot of the composition of the foreign born population in 1990. Numbers derived from 1990 census questions that ask place of birth, citizenship status, and year of entry. The numerator of the fraction is the number shown on the left. The denominator is the total count of foreign born enumerated in 1990.

TABLE 2.—Estimates of the Resident Population of States and Components of Change:  
April 1, 1990 to July 1, 1992 (Thousands)

State	Pop. Count April 1, 1990	Pop. Est. July 1, 1990	Pop. Est. July 1, 1991	Pop. Est. July 1, 1992	Change for 3-year period from April 1, 1990, to July 1, 1992, due to:			
					All Components		Net Migration	
					Number	%	Domestic Migration	From Abroad <sup>1</sup>
<b>United States</b>	<b>248,718</b>	<b>249,403</b>	<b>252,138</b>	<b>255,039</b>	<b>6,320</b>	<b>2.5</b>	<b>0</b>	<b>1,676</b>
Alabama	4,040	4,048	4,087	4,131	90	2.2	34	3
Alaska	550	553	569	587	37	6.8	10	2
Arizona	3,665	3,679	3,747	3,835	170	4.6	57	20
Arkansas	2,351	3,354	2,371	2,395	45	1.9	19	1
California	29,758	29,904	30,416	30,914	1,156	3.9	(364)	590
Colorado	3,294	3,304	3,371	3,465	171	5.2	81	11
Connecticut	3,287	3,289	3,291	3,279	(8)	(0.2)	(73)	17
Delaware	666	669	680	690	23	3.5	9	2
Dist. of Columbia	607	604	594	586	(21)	(3.5)	(39)	7
Florida	12,938	13,019	13,294	13,512	574	4.4	317	108
Georgia	6,478	6,506	6,624	6,764	286	4.4	127	17
Hawaii	1,108	1,113	1,134	1,153	45	4.0	(7)	15
Idaho	1,007	1,012	1,039	1,066	59	5.9	35	3
Illinois	11,431	11,448	11,525	11,611	181	1.6	(119)	91
Indiana	5,544	5,555	5,604	5,653	108	2.0	22	6
Iowa	2,777	2,780	2,791	2,808	31	1.1	0	3
Kansas	2,478	2,481	2,491	2,515	37	1.5	(7)	5
Kentucky	3,687	3,693	3,715	3,752	65	1.8	17	3
Louisiana	4,220	4,217	4,241	4,273	53	1.3	(33)	6
Maine	1,228	1,231	1,236	1,236	8	0.7	(7)	2
Maryland	4,781	4,798	4,859	4,909	129	2.7	3	27
Massachusetts	6,016	6,019	6,001	5,999	(18)	(0.3)	(136)	34
Michigan	9,295	9,311	9,369	9,422	127	1.4	(59)	25
Minnesota	4,376	4,387	4,429	4,474	98	2.2	14	10
Mississippi	2,575	2,577	2,592	2,612	37	1.4	(6)	1
Missouri	5,117	5,126	5,157	5,192	75	1.5	3	7
Montana	799	800	808	823	24	3.0	12	1
Nebraska	1,578	1,581	1,591	1,604	25	1.6	(0)	3
Nevada	1,202	1,219	1,285	1,333	131	10.9	93	8
New Hampshire	1,109	1,112	1,108	1,114	5	0.5	(16)	2
New Jersey	7,730	7,740	7,766	7,811	81	1.1	(121)	83
New Mexico	1,515	1,520	1,547	1,581	66	4.4	19	7
New York	17,991	18,002	18,039	18,094	103	0.6	(445)	255
North Carolina	6,632	6,657	6,751	6,837	205	3.1	80	9
North Dakota	639	637	634	635	(4)	(0.6)	(13)	1
Ohio	10,847	10,862	10,931	11,002	155	1.4	(9)	15
Oklahoma	3,146	3,147	3,168	3,207	61	1.9	13	5
Oregon	2,842	2,858	2,919	2,974	132	4.6	80	11
Pennsylvania	11,883	11,896	11,947	11,990	107	0.9	(25)	28
Rhode Island	1,003	1,005	1,004	1,001	(2)	(0.2)	(18)	3
South Carolina	3,486	3,499	3,555	3,594	108	3.1	35	3
South Dakota	696	697	702	709	13	1.9	2	1

Source: U.S. Census Bureau. *State Population Estimates 1990-1995*. [STCOM95.FIN]



TABLE 2.—Estimates of the Resident Population of States and Components of Change:  
April 1, 1990 to July 1, 1992 (Thousands) (continued)

				Change for 3-year period from April 1, 1990, to July 1, 1992, due to:				
				All Components			Net Migration	
State	Pop. Count April 1, 1990	Pop. Est. July 1, 1990	Pop. Est. July 1, 1991	Pop. Est. July 1, 1992	Number	%	Domestic Migration	From Abroad <sup>1</sup>
Tennessee	4,877	4,891	4,950	5,020	142	2.9	72	5
Texas	16,986	17,046	17,362	17,687	701	4.1	102	150
Utah	1,723	1,730	1,767	1,811	88	5.1	21	5
Vermont	563	565	569	572	9	1.6	(0)	1
Virginia	6,189	6,214	6,287	6,389	200	3.2	33	32
Washington	4,867	4,901	5,018	5,146	279	5.7	149	25
West Virginia	1,793	1,792	1,799	1,807	14	0.8	6	1
Wisconsin	4,892	4,902	4,949	4,997	105	2.1	31	7
Wyoming	454	453	458	464	10	2.3	1	1

Source: U.S. Census Bureau. *State Population Estimates 1990-1995*. [STCOM95.FIN]

<sup>1</sup>Federal civilian movement is excluded. "Emigration" is subtracted indirectly, as these estimates reflect the U.S. Resident Population.

TABLE 3.—Estimates of the Resident Population of States and Components of Change: July 1, 1992, to July 1, 1995 (Thousands)

State	Pop. Est. July 1, 1992	Pop. Est. July 1, 1993	Pop. Est. July 1, 1994	Pop. Est. July 1, 1995	Change for 3-year period from July 1, 1992, to July 1, 1995, due to:			
					All Components		Net Migration	
					Number	%	Domestic Migration	From Abroad <sup>1</sup>
<b>United States</b>	<b>255,039</b>	<b>257,800</b>	<b>260,350</b>	<b>262,755</b>	<b>7,717</b>	<b>3.0</b>	<b>0</b>	<b>2,290</b>
Alabama	4,131	4,181	4,220	4,253	122	3.0	50	4
Alaska	587	598	603	604	16	2.7	(18)	3
Arizona	3,835	3,944	4,079	4,218	383	10.0	236	31
Arkansas	2,395	2,425	2,453	2,484	89	3.7	60	2
California	30,914	31,220	31,408	31,589	675	2.2	(1,184)	790
Colorado	3,465	3,568	3,662	3,747	282	8.1	165	18
Connecticut	3,279	3,278	3,275	3,275	(5)	(0.1)	(76)	20
Delaware	690	699	708	717	28	4.0	11	2
Dist. of Columbia	586	578	567	554	(32)	(5.4)	(50)	8
Florida	13,512	13,722	13,958	14,166	653	4.8	354	148
Georgia	6,764	6,901	7,058	7,201	437	6.5	230	24
Hawaii	1,153	1,166	1,178	1,187	34	2.9	(31)	18
Idaho	1,066	1,101	1,134	1,163	97	9.1	64	5
Illinois	11,611	11,690	11,759	11,830	218	1.9	(180)	140
Indiana	5,653	5,707	5,755	5,803	151	2.7	44	9
Iowa	2,808	2,822	2,831	2,842	34	1.2	0	5
Kansas	2,515	2,532	2,551	2,565	50	2.0	(3)	7
Kentucky	3,752	3,793	3,828	3,860	108	2.9	47	5
Louisiana	4,273	4,289	4,316	4,342	69	1.6	(35)	6
Maine	1,236	1,239	1,239	1,241	5	0.4	(8)	2
Maryland	4,909	4,952	5,000	5,042	133	2.7	(17)	38
Massachusetts	5,999	6,018	6,041	6,047	75	1.3	(59)	49
Michigan	9,422	9,457	9,492	9,549	127	1.4	(80)	35
Minnesota	4,474	4,524	4,568	4,610	136	3.0	39	14
Mississippi	2,612	2,639	2,670	2,697	85	3.3	29	2
Missouri	5,192	5,235	5,279	5,324	131	2.5	55	12
Montana	823	841	856	870	47	5.7	33	1
Nebraska	1,604	1,614	1,624	1,637	33	2.1	3	4
Nevada	1,333	1,385	1,462	1,530	197	14.8	147	12
New Hampshire	1,114	1,123	1,135	1,148	34	3.0	12	3
New Jersey	7,811	7,859	7,903	7,945	134	1.7	(113)	111
New Mexico	1,581	1,616	1,655	1,685	104	6.6	41	11
New York	18,094	18,153	18,153	18,136	42	0.2	(608)	320
North Carolina	6,837	6,953	7,070	7,195	358	5.2	203	15
North Dakota	635	637	639	641	6	1.0	(5)	1
Ohio	11,002	11,061	11,104	11,151	148	1.3	(43)	20
Oklahoma	3,207	3,232	3,257	3,278	71	2.2	15	6
Oregon	2,974	3,035	3,087	3,141	166	5.6	107	17
Pennsylvania	11,990	12,031	12,062	12,072	82	0.7	(50)	35
Rhode Island	1,001	999	994	990	(12)	(1.2)	(29)	4
South Carolina	3,594	3,627	3,643	3,673	79	2.2	(0)	4
South Dakota	709	717	723	729	20	2.8	6	1

Source: U.S. Census Bureau. *State Population Estimates 1990-1995*. [STCOM95.FIN]

TABLE 3.—Estimates of the Resident Population of States and Components of Change: July 1, 1992, to July 1, 1995 (Thousands) (continued)

State	Pop. Est. July 1, 1992	Pop. Est. July 1, 1993	Pop. Est. July 1, 1994	Pop. Est. July 1, 1995	Change for 3-year period from July 1, 1992, to July 1, 1995, due to:			
					All Components		Net Migration	
					Number	%	Domestic Migration	From Abroad <sup>1</sup>
Tennessee	5,020	5,093	5,176	5,256	236	4.7	151	9
Texas	17,687	18,049	18,413	18,724	1,037	5.9	219	222
Utah	1,811	1,860	1,909	1,951	140	7.7	49	7
Vermont	572	576	580	585	13	2.3	4	2
Virginia	6,389	6,475	6,551	6,618	229	3.6	28	39
Washington	5,146	5,255	5,338	5,431	285	5.5	128	39
West Virginia	1,807	1,818	1,824	1,828	21	1.2	13	1
Wisconsin	4,997	5,044	5,083	5,123	126	2.5	40	11
Wyoming	464	470	476	480	16	3.5	5	1

Source: U.S. Census Bureau. *State Population Estimates 1990-1995*. [STCOM95.FIN]

<sup>1</sup>Federal civilian movement is excluded. "Emigration" is subtracted indirectly, as these estimates reflect the U.S. Resident Population.

TABLE 4.—Components of Population Change for the Six Major International Migration Destination States, April 1, 1990, to July 1, 1995 (Thousands)

State	Pop. Change	Births	Deaths	Domestic Migration	Foreign Migration	Residual Change
California	1,830,940	3,116,085	1,147,804	(1,548,226)	1,379,703	31,182
Florida	1,227,499	1,016,673	746,113	671,616	256,114	29,209
Illinois	399,338	1,009,613	553,423	(298,458)	231,211	10,395
New Jersey	215,110	624,993	374,972	(234,568)	194,298	5,359
New York	145,303	1,503,415	874,424	(1,052,535)	575,012	(6,165)
Texas	1,737,656	1,686,062	688,265	320,770	371,648	47,441

A similar migration pattern is reflected in the numbers for New York for the 1990-1995 period. The State gained more than a half million foreign migrants but lost more than 1 million domestic migrants. Between 1990 and 1995, more domestic migrants left than entered Illinois, a mirror image of the net inward movement of foreign migrants. The natural increase in Illinois offset the net migration loss. Similarly, New Jersey sustained a net loss of domestic migrants and a smaller net gain of foreign migrants for a combined net migration loss that was nullified by the natural increase.

Florida and Texas amassed disproportionate shares of foreign migrants between 1980 and 1990, and again between 1990 and 1995. These States are unique because—in tandem with several other Southern and Western States—they also received large numbers of domestic migrants. Florida's cumulative domestic and foreign net migration total for the 5-year period following the census was almost 1 million. During this same period, the Texas population netted almost 700,000 migrants. Between 1990 and 1995, about one-fifth of the national growth occurred in Florida and Texas. New York received more migrants from abroad than Texas, but its domestic migration losses allowed Texas to move into the number two position in population size.

## Population Projections: Immigration Between 1995 and 2000

The population of the United States is expected to be about 275 million persons by the year 2000. The change between 1995 and 2000 from all components will be about 11.9 million persons. The net contribution to population growth of migration from abroad will be about 4.1 million, roughly a contribution of about 1.6 percent to the 1995 population. See Table 5.

During the last half of the decade, the same six States will continue to function as the primary destinations for migrants from abroad. Studies indicate that California, Florida, Illinois, New Jersey, New York, and Florida will receive about 72 percent of the foreign migrant population. California alone will probably accommodate more than one-third of the new additions (1.5 million). However, immigration from abroad is not expected to match the outward movement of domestic migrants (-2.2 million) from California.

## Methodology

### Methodology—Census Data

Every 10 years the Census Bureau conducts a census of the U.S. population, collecting information about persons residing in the States, the Commonwealth of Puerto Rico, and outlying areas. Census questionnaires are sent to every housing unit. Residents of occupied housing units, or households, are counted and included in the total population count, along with residents of group quarters, such as college dormitories, prisons, and nursing homes. The military population is counted either in barracks where they live, or in housing where they reside off base.<sup>5</sup>

The numbers appearing in Table 1 reflect the resident population of the United States in 1980 and 1990.<sup>6</sup> Persons from foreign countries and citizens from U.S. territories, including the Commonwealth of Puerto Rico, are counted as members of the U.S. resident population if they lived in the 50 States or the District of Columbia on census day.

The count of the foreign-born population is determined from answers to several census questions. First, a count of persons born abroad is derived from responses to a nativity question that asks, "Where were you born?" The Census Bureau does not classify every person born outside the 50 States and the District of Columbia as a foreign-born person. For example, a child born in Germany of U.S. parents or a child born in Puerto Rico is a U.S. citizen at birth. To determine the count of foreign-born persons, the Census Bureau combines information from the "born abroad" and citizenship questions. The 1990 count of the foreign-born population in Table 1 is the sum of those persons residing in the 50 States and the District of Columbia, on April 1, 1990, who indicated they were born outside the United States and its territories, and answered "Not a Citizen" or a "Naturalized Citizen" to the citizenship question.<sup>7</sup>

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<sup>5</sup> In 1990, certain segments of the overseas population (U.S. Armed Forces personnel, civilian U.S. Federal employees, and dependents in both groups) were allocated to their home States, and included in the populations of those States for apportionment purposes only. For a brief description of the apportionment process see, "Population Trends and Congressional Apportionment." *1990 Census Profile*. March 1991.

<sup>6</sup> These census numbers exclude the U.S. population living in places other than the 50 States and the District of Columbia.

<sup>7</sup> Respondents indicating they were born outside the United States are not asked if they entered the country "legally."

## Methodology—Population Estimates

The Census Bureau produces postcensal estimates of the population by employing a “components of change” methodology. The resident population enumerated in the 1990 census, (see Table 2,) forms the base of the postcensal population estimates for the 1990s. To this census base, for each estimate period, the births that occurred to U.S. resident women have been added, the deaths of U.S. residents subtracted, and then the net international migration and the net movement of U.S. Armed Forces and civilian citizens to the United States are added. The estimates of international migration are based on administrative records sources. The INS supplies the Census Bureau with information on legal immigrants. The Office of Refugee Resettlement supplies the Census Bureau with data on persons admitted to the United States as refugees.<sup>8</sup>

Two important types of international migration for which reliably accurate and current data are unavailable are undocumented immigration and emigration, and the permanent emigration of legal residents. Undocumented immigrants are persons who either 1) engage in unauthorized movement across the national frontier or 2) overstay a visitor permit or other nonimmigrant visa.<sup>9</sup> Since 1990, the Census Bureau has added 225,000 persons per year to its annual population estimates to account for undocumented population growth.<sup>10</sup> Also, 222,000 persons per year (195,000 foreign-born and 27,000 native-born) have been subtracted to cover the emigration of legal residents.<sup>11</sup>

Most demographers calculate the contribution of migration to population change as a proportion, with net migration in the numerator and the sum of net change ([births minus deaths] plus [in-migration minus out-migration]) in the denominator. To calculate the contribution of international migration between 1990 and 1995, divide 4.0 million (“From Abroad” totals from Tables 2 and 3.) by 14.0 million (“All Components” totals from Tables 2 and 3), and multiply the result by 100, to arrive at about 29 percent.

A few demographers argue that this approach is flawed. First, the components are not mutually exclusive. Some immigrants die within a year of entering the country, and some newborn babies emigrate within a year of their birth. Second, if net immigration is negative, but population change is positive (excess of births over deaths and net negative immigration) as it was in the 1930s, the contribution of immigration with the traditional method cannot be assessed. In this instance, the numerator is a negative immigration number, and the denominator is excess births (the residual after deaths and net immigration loss are subtracted).

Another approach that can be used to assess the contribution of immigration to population change is to compute a proportion, where immigration is in the numerator and births and immigration (the two components that add population) are in the denominator. This approach currently produces a result of about 20 percent per annum at the national level, as each year the population adds about one immigrant for every four births.<sup>12</sup> The results of applying this method, and the traditional method suggest that immigration probably contributed between 20 and 29 percent to the net population growth between 1990 and 1995.

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<sup>8</sup> A more complete discussion of the procedures used to develop postcensal population estimates can be found in several sources listed at the end of this review, including U.S. Bureau of the Census (1995).

<sup>9</sup> And therefore have no paperwork associated with their movement, unless they are detained by the INS.

<sup>10</sup> For a discussion of the basic methodological approach, and recent modifications see: 1) U.S. Bureau of the Census (1995); 2) Robinson, J.G., Internal Memorandum dated November 5, 1994, “Clarification and Documentation of Estimates of Emigration and Undocumented Immigration;” 3) Passel, J. and K. Woodrow (1987); Woodrow, K. (1992); Woodrow, K. et al. (1987).

<sup>11</sup> See U.S. Bureau of the Census 1994b.

<sup>12</sup> See B. Warren (1994), J. Passel (1994).

TABLE 5.—Projections of the Resident Populations of States and Components of Change:  
July 1, 1995, to July 1, 2000 (Thousands)

State	Pop. Est. July 1, 1995	Change for 5-year period from July 1, 1995, to July 1, 2000, due to:				
		All Components			Net Migration	
		Pop. Projection July 1, 2000	Change	%	Domestic Migration	From Abroad <sup>1</sup>
<b>United States</b>	<b>262,755</b>	<b>274,634</b>	<b>11,879</b>	<b>4.5</b>	<b>0</b>	<b>4,113</b>
Alabama	4,253	4,451	198	4.6	104	12
Alaska	604	653	50	7.9	--	5
Arizona	4,218	4,798	580	13.7	351	51
Arkansas	2,484	2,631	148	5.9	106	5
California	31,589	32,521	932	2.9	(2,188)	1,459
Colorado	3,747	4,168	422	11.1	253	24
Connecticut	3,275	3,284	10	0.3	(121)	55
Delaware	717	768	50	7.0	27	4
Dist. of Columbia	554	523	(31)	(5.5)	(65)	22
Florida	14,166	15,233	1,068	7.5	590	296
Georgia	7,201	7,875	674	9.3	371	52
Hawaii	1,187	1,257	71	5.7	(15)	31
Idaho	1,163	1,347	183	15.7	131	6
Illinois	11,830	12,051	221	1.9	(310)	175
Indiana	5,803	6,045	241	4.2	85	19
Iowa	2,842	2,900	58	2.0	--	13
Kansas	2,565	2,668	103	4.0	18	17
Kentucky	3,860	3,995	134	3.5	56	11
Louisiana	4,342	4,425	82	1.9	(65)	15
Maine	1,241	1,259	18	1.4	(4)	3
Maryland	5,042	5,275	232	4.6	(23)	97
Massachusetts	6,074	6,199	125	2.1	(148)	136
Michigan	9,549	9,679	130	1.4	(187)	51
Minnesota	4,610	4,830	220	4.8	54	31
Mississippi	2,697	2,816	119	4.4	46	4
Missouri	5,324	5,540	217	4.1	96	17
Montana	870	950	79	9.1	57	2
Nebraska	1,637	1,705	68	4.2	24	5
Nevada	1,530	1,871	341	22.2	266	19
New Hampshire	1,148	1,224	76	6.6	37	5
New Jersey	7,945	8,178	233	2.9	(151)	198
New Mexico	1,685	1,860	175	10.3	94	5
New York	18,136	18,146	10	0.1	(1,069)	622
North Carolina	7,195	7,777	582	8.0	382	33
North Dakota	641	662	20	3.1	4	2
Ohio	11,151	11,319	168	1.5	(113)	41
Oklahoma	3,278	3,373	95	2.9	18	15
Oregon	3,141	3,397	257	8.2	156	34
Pennsylvania	12,072	12,202	130	1.1	(64)	66
Rhode Island	990	998	8	0.8	(30)	18
South Carolina	3,673	3,858	185	5.0	77	10
South Dakota	729	777	48	6.5	27	1

TABLE 5.—Projections of the Resident Populations of States and Components of Change:  
July 1, 1995, to July 1, 2000 (Thousands) (continued)

State	Pop. Est. July 1, 1995	Change for 3-year period from July 1, 1995, to July 1, 2000, due to:				
		All Components			Net Migration	
		Pop. Projection July 1, 2000	Change	%	Domestic Migration	From Abroad <sup>1</sup>
Tennessee	5,256	5,657	401	7.6	278	16
Texas	18,724	20,119	1,395	7.4	350	199
Utah	1,951	2,207	256	13.1	106	14
Vermont	585	617	32	5.5	17	1
Virginia	6,618	6,997	379	5.6	85	100
Washington	5,431	5,858	427	7.8	182	67
West Virginia	1,828	1,841	13	0.7	10	2
Wisconsin	5,123	5,326	203	4.0	64	22
Wyoming	480	525	44	9.2	27	1

Source: U.S. Census Bureau. *State Population Projections 1995-2025, Series A*.

<sup>1</sup>Federal civilian movement is excluded.

The 1990 population includes the immigrants who entered before 1990 and all their progeny.<sup>13</sup> Some demographers contend that to measure the effect of immigration on population change, one must consider the fertility of immigrants. In sum, various measures produce different results, and it is essential to consider policy context when assessing the contribution of immigration to population change.

## Methodology—Population Projections

The Census Bureau developed a series of national and State population projections based on an array of assumptions about the components of change: fertility, life expectancy, and net immigration. The middle series of these projections is sometimes called the preferred series. Table 5 shows data based on the middle or preferred series.<sup>14</sup>

In the middle series, it is assumed that, at the national level, net migration will remain constant throughout the projections period at about 820,000 persons per year (about 1,043,000 legal immigrants and 222,000 legal emigrants) and 225,000 net undocumented immigrants. These numbers reflect 1990 immigration law changes and current knowledge of emigration, undocumented migration, and movement to and from Puerto Rico.

## Comparisons of the Native and Foreign-Born Populations in the United States in 1995

Immigration has always been an important source of population growth and change in the United States. In recent years, the increased flow of persons from abroad has renewed interest in the immigration process and the growth of the foreign-born population.<sup>15</sup>

<sup>13</sup> Recent immigrants counted in the 1990 census were primarily from non-European countries. Country of origin changes are producing compositional changes in the population base.

This topic is covered in U.S. Bureau of the Census (1994a) and (1990).

<sup>14</sup> See U.S. Bureau of the Census (1996b), (1994a). The population projections data we have used in this report are found in (1996a).

<sup>15</sup> See C. De Vita (1996); P. Martin and E. Midgley (1994).

In this comparison, data from the March 1995 Current Population Survey are used to describe the demographic, social, and economic characteristics of native- and foreign-born populations in the United States at mid-decade. Foreign-born naturalized citizens and foreign-born noncitizens are compared, and their attributes with those of native-born citizens are contrasted. Specifically, differences and similarities in the age, sex, race, Hispanic origin, residence, tenure, marital status, educational attainment, labor force participation, poverty, and social program usage of persons, and the type, size, and income of households are noted.<sup>16</sup>

The findings suggest that the native and foreign-born populations in the United States are, in many ways, dissimilar population groups. However, their differences range from complex to superficial. The foreign-born population is not a homogeneous entity. Many distinctions exist among and between the various subgroups of the foreign-born population, particularly between naturalized citizens and noncitizens. Quite often, the characteristics of the native-born population are similar to those of one or more of various foreign-born subgroups. In other words, native-born citizens and naturalized citizens are alike in some ways; native-born citizens and noncitizens are alike in some ways; and sometimes all three citizen groups are different.

## Highlights

### Demographic Characteristics

In March 1995, one-third of the 23 million foreign-born population in the United States were naturalized citizens and two-thirds were noncitizens. The median age of noncitizens was 32.8, not statistically different from the median age of native-born citizens (33.2). Naturalized citizens were 15 years older on average (48.3), than either noncitizens or native-born citizens. About 28.5 percent of the native-born population was under the age of 18, compared with 2.7 percent of the naturalized citizen population and 14.2 percent of the foreign-born noncitizen population. Most of the foreign-born population were White (68.1 percent). Asian and Pacific Islanders formed the second largest foreign-born race group (18.3 percent). About 46.4 percent of the foreign-born population was Hispanic origin persons (who may be of any race). In 1995, 95 percent of the foreign-born population lived in metropolitan areas compared with 78.4 percent of the native-born population.

### Social Characteristics

In 1995, 1 of every 11 households in the United States was headed by a foreign-born person (9.3 million). Forty percent of these households were headed by naturalized citizens (3.7 million), and the other 60 percent were headed by noncitizens (5.6 million). About 25 percent of the noncitizen households contained five or more members. In comparison, 15.3 percent of the households headed by naturalized citizens and 9.2 percent of those headed by native-born citizens had five or more members. Both naturalized citizens (73.8 percent) and foreign-born noncitizens (78.5 percent) were more likely to live in family households than native-born citizens (69.3 percent). Foreign-born noncitizens (14.5 percent) were more likely to live in female-headed family households, than naturalized citizens (11.2 percent) or native-born citizens (12.2 percent). Foreign-born noncitizens (9.5 percent) were less likely to live in female-headed nonfamily households than naturalized citizens (16.6 percent) or native-born citizens (17.2 percent). Naturalized citizens ages 15 and older were more likely to be currently married (65.9 percent) than either foreign-born noncitizens (57.7 percent) or native-born citizens (54.6 percent). Naturalized citizens (14 percent) were less likely to have never married than foreign-born noncitizens (29.9 percent) or native-born citizens (27.4 percent). Naturalized citizens ages

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<sup>16</sup> A few points regarding the citizenship classification: 1) The population has been grouped into distinct citizen categories at the person level, many households contain a mixture of persons with differing citizenship statuses. The households have been classified by the citizenship status of the household head; 2) One should not use the terms naturalized and noncitizen interchangeably with "legal" and "illegal immigrant." In 1995, a large proportion of the legally admitted foreign-born population was in a noncitizen status (refugee and/or in the country less than 5 years and therefore not yet eligible for application for citizenship, or in a nonimmigrant status, that is, student, diplomat, etc.). Furthermore, some noncitizens who are also legal immigrants may never seek U.S. citizenship; 3) The CPS does not ask questions about the legal status of foreign-born persons.



25 and older (28.3 percent) were more likely to have a college or professional degree than foreign-born noncitizens (18.8 percent) or native-born citizens (23 percent) of the same ages.

### Economic Characteristics

Male foreign-born noncitizens age 16 and older (79.2 percent) were more likely to be in the labor force than male naturalized citizens (72.1 percent) or native-born citizens (73.3 percent) of the same ages. Female native-born citizens (59.6 percent) ages 16 and older were more likely to be labor force participants than female naturalized citizens (52.7 percent) or female foreign-born noncitizens (48.9 percent). Households headed by naturalized citizens had a higher median household income in 1994 (\$35,152) than those headed by either foreign-born noncitizens (\$23,488) or native-born citizens (\$32,793). In 1995, about 28.4 percent of the foreign-born noncitizen population was in poverty compared with 9.4 percent of the naturalized citizen population, and 13.7 percent of the native-born citizen population. About 46.8 percent of the foreign-born noncitizen population under age 18 was in poverty compared with 12 percent of the naturalized citizen population and 21 percent of the native-born citizen population of the same ages. Foreign-born noncitizens were more likely to use Medicaid (16 percent) and/or food stamps (16.5 percent) than either naturalized citizens (6.5 percent and 5.6 percent) or native-born citizens (12 percent and 11 percent).

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